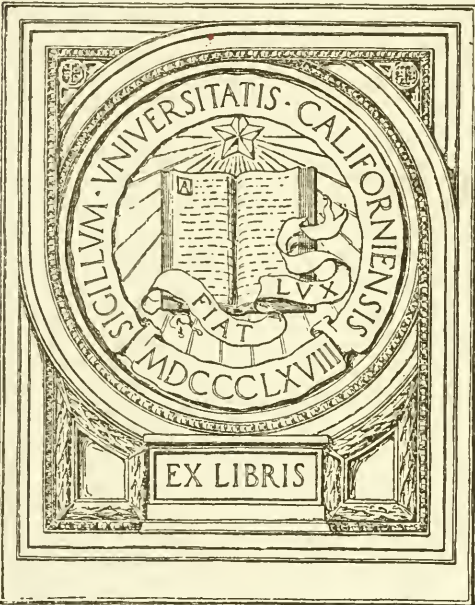


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CHILD WELFARE IN ALABAMA

An Inquiry by the National Child Labor Committee
under the Auspices and with the Co-operation of
The University of Alabama

Edward N. Clopper
Director



NEW YORK
National Child Labor Committee
1918

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ALABAMA

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INTRODUCTION

EDWARD N. CLOPPER
National Child Labor Committee

The child is the *raison d'être* of the family, which is our social unit for its protection and rearing. It is the family's center of interest, and itself the potential founder of a future family. Whatever affects the child affects the family and reacts upon society and the state. Therefore the well-being of the child in all respects is of vital concern to the state.

The child has many interests and is subject to many influences, some sound and healthful, others sinister, fraught with danger, or positively harmful. All these interests and influences are of the utmost importance to the state, but in our individualistic way we of the United States have looked upon them primarily as matters properly within the control of the family and have deemed it wise to take action for the sake of the children only when the family has been broken up or has failed notoriously in its obligations. We have clung persistently to the theory that the family in its independent struggle to promote its own welfare will solve its own problems to best advantage and at the same time promote the welfare of society. But as society has become more and more complex, we are faced by the cold fact that conditions no longer make it possible for the family to carry on this struggle independently—it is unable to bear up against the pressure of social factors as it once was against individual factors, and we begin vaguely to understand that society itself must take a hand in the control of these greater forces. Intelligent parents will logically and almost instinctively correlate all their efforts for the benefit of their own children, so far as they are able to put forth such efforts in their own way as separate undertakings, but it would be, of course, absurd for the state to assume that all children have intelligent parents, financially able to give them proper attention and training, and that therefore no responsibility rests upon its own shoulders. We all agree that children unfortunate by reason of orphanage, defectiveness, environ-

ment, poverty, disease, or neglect must have the fostering care that their peculiar circumstances require. But we forget that even children who are fortunately situated in their home life and normal in body and mind, stand nonetheless in need of thoughtful oversight in order that their continued welfare may be assured. Plans for child care that are aimed only at the correction of abnormal situations and do not provide for the strengthening and development of normal conditions are but narrow in scope and limited in effect. We cannot take it for granted that because it has the protection of a family all will go well with the child and that another good citizen is guaranteed. Only now is the state beginning to see dimly that this happy-go-lucky guardianship of its wards is fair neither to them nor to itself, and that it must hold itself to strict accountability for the welfare of all within its jurisdiction.

The healthful interests of the child embrace all those things that make for worthy manhood or womanhood—the essentials to which everyone is entitled as the basis of strong and intelligent citizenship. They may all be grouped together under the two heads of Health and Education, both considered in their broadest aspects. Health means the segregation of the mentally unfit to ensure a reduction in the birth-rate of abnormal children, the requirement of physical fitness of applicants for the marriage license, freedom of mothers from toil before and after confinement, control of infant mortality, insistence upon responsibility for illegitimacy, birth registration, physical recreation, pure food, good housing, medical inspection of children in schools, in institutions, and at work, as well as all other precautionary measures, and suitable organization for the administration and control of these matters by the community. Education means training for definite responsibilities in life, a broadening of opportunity, a quickening of the appreciation of one's duty to self and fellows, character-building and discipline, as well as mental recreation and instruction in the fundamentals of learning.

Opposed to the healthful interests of the child are the harmful influences that retard, dwarf, pervert and sometimes wholly destroy his growth and future usefulness. They are the evils to which the child is exposed—disease of the mind or body, premature or improper labor, bad environment, delinquency, poverty, mistreatment.

We have on the one hand the constructive forces acting for the

preservation of life, the safeguarding of health, and the progress of humankind, and on the other hand the destructive forces that bring about want, disease, abuse and crime. These conflicting forces are constantly at work and eternal vigilance is the price of safety. Whatever is done to hold back the forces that destroy, gives the forces that build up a better chance to work their way, but it is of little avail to limit the task to the repair of damage done, for the tearing down is a constant process, and under such a policy the havoc wrought to-day will have its counterpart to-morrow. The efforts put forth merely to cure disease, relieve suffering, or to punish the malefactor, no matter how widespread or how well-organized or how indispensable at the moment, have but slight effect upon the causes of wretchedness and crime—they only patch up what is left after the blast has spent its fury and the pain has been endured. What is of far greater importance is that steps shall be taken to thwart the forces that leave this trail of misery, and thereby prevent a recurrence of such misfortune and distress.

It is not enough to maintain institutions for the special training of children who have started wrong—the conditions that made the wrong start inevitable must be corrected. The institution can deal with the wayward child but all the people, acting through the state, must deal with the factors that made him wayward. The treatment of hook-worm patients will not answer the purpose if the soil is left polluted.

Such action as Alabama has so far taken for the welfare of her children except in public schooling, has been remedial rather than preventive. Furthermore the method has been local rather than comprehensive, and independent rather than co-operative. The complete care of every child has not been insured. What has been done has been in response to isolated impulses and agitations—a certain condition has been brought prominently to the attention of the people at one time, with the result that action has been taken relating to that specific condition, and at another time another condition has been similarly made known and changed. Hence the body of measures built up for the social welfare has been of spasmodic and more or less haphazard growth; one agitation and its measures for improvement have borne little or no relation to other agitations and their results. Educational progress has been to a great extent independent of progress in health work; what has been accomplished for the

child laborer has had no relation to the relief of poverty; efforts for the prevention of juvenile delinquency have been made without regard to what had been or should be done in the other branches of child welfare work; and gaps are left where nothing whatever has been done. When all these achievements and omissions are viewed in the aggregate they seem a veritable jumble. Some of the administrative agencies created to carry out the purposes of laws, likewise show that in their organization thought was not centered upon logical arrangement of functions—as in the case of child labor law enforcement, which has been entrusted to the inspector of jails and almshouses, who in turn is an appointee of the state board of health. Several of the states of the Union have within the past few years undertaken to bring together in their proper relations all of their measures for the benefit of children, at the same time adjusting their procedure so as to accord with the best thought on the subjects involved. It is here suggested that Alabama do this also. Ohio, Minnesota, New Hampshire and Missouri have been conspicuous in this movement for the codifying, standardizing and co-ordinating of child welfare laws and of the functions of administrative agencies.

The chapters in this volume treat of different subjects, describing conditions as they exist to-day in Alabama, and offering definite recommendations for their improvement, but even a hasty glance over their pages will reveal the intimate relation that one subject bears to another—the essential interdependence of all as parts of a whole. Health, education, labor control, recreation, relief, institutional care and correction are not isolated fields of work but form one general program. It is to show this interdependence and the necessity of providing legislation and administrative agencies so as to do work hitherto left undone, of eliminating conflicts in laws and in the authority to enforce them, of harmonizing the various elements of a complete program, and of suggesting ways and means of making this program practicable, that this volume is designed. It is intended to stimulate interest in child welfare and to develop the thesis that a child, in order to enjoy the fullest possible opportunity to grow into complete manhood or womanhood, must have the fullest possible measure of care through the properly co-ordinated functions of the state. It is not enough that these functions be performed separately, each independently of the others—their interrelations must be recognized and this can be most easily done from

the commanding viewpoint of the state itself. It is from this viewpoint that the following pages have been prepared, and it is hoped that public opinion may be developed and crystallized in the form of adequate laws, comprehensive policy and co-operative practice that will work effectively and harmoniously for the good of the children of the state. The University of Alabama, because of its deep interest in such work and its desire to serve the state in promoting the well-being of its boys and girls, has co-operated with the National and the Alabama Child Labor Committees in the study of conditions, preparation of reports, and the formulation of this state program, the entire inquiry having been pursued under its auspices. The work was made possible by the generosity of a friend of the children, a resident of Alabama, who has defrayed all the expenses incurred.

PUBLIC HEALTH

J. H. McCORMICK, M.D.

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INTRODUCTORY

It is a truism that public health is public wealth. A health survey of Alabama reveals the striking fact that for the most part, especially in rural sections, the people possess no true appraisal of community health as a supreme value.

It is an axiomatic proposition that in the final analysis the fundamental wealth of a state lies not so much in its natural resources or geographic position as in its man power. As a corollary, it is likewise self-evident that the potential wealth of a state increases in proportion as the population approaches the norm; in other words, the real economic basis of the wealth of a state depends upon a proper conservation of its man power.

The true economic unit should therefore be based upon the individual, rather than upon a realty or cognate entity, since the latter has value only insofar as it is utilizable by the individual or the masses. Economists have already sensed this basic fact, although not always clearly on account of a failure to differentiate between cause and effect, erroneously substituting the one for the other, as a premise. This is evidenced more and more by an insistence upon the recognition of "intangible assets" as a source of wealth. These are, after all, the product of the inherent forces of an individual or a corporation, applied directly or indirectly, vitalizing that which otherwise possesses no true value, since it is inert, although containing latent possibilities.

How does this "intangible asset" apply to the health value of the individual or the community?

Actuaries have clearly demonstrated that each individual according to his classification has a real monetary value to the commonwealth that may be transposed from an asset to a liability unless properly safeguarded. Courts of law have also recognized this fact in their allowance for death or injury. Life insurance companies place a pecuniary value upon the life expectancy of the individual, based, it is true, upon his physical condition, but far more emphasis is now placed upon the "moral risk," which is in point of fact, an "intangible asset."

Corporations are rapidly coming to recognize this "intangible asset" of health for their employes, many of them demonstrating to their own satisfaction, at least, that they can convert this "intangible asset" into a tangible one which pays large dividends.

The United States Army has recognized this health asset as never before in history, for not only have there been vast strides in sanitation and preventive medicine, to preserve the health of the soldier, but such social adjuncts as the Red Cross, the Y. M. C. A. camp activities, together with a host of other agencies, have been utilized to keep the soldier, whether in camp, cantonment or field, from physical, mental and moral deterioration. To accomplish this, vast sums of money are now being expended which would formerly have been regarded as both lavish and extravagant, because the Federal Government has learned that it pays in actual dollars and cents.

The records of the War Department show that over 60 per cent of the National Guard from Alabama, detailed on the Mexican border, suffered from hookworm. In consequence of a lowered vitality from this preventable disease, a large number of these Alabama soldiers were stricken with pneumonia, attended by an abnormally high mortality. The same condition prevails in Camp Wheeler, Georgia, where a majority of the Alabama recruits are stationed.

Per contra, during the Spanish American War, the death rate from typhoid fever was appalling, largely because health values were not stressed then as now by the national government, nor were the causes of the prevalence of the disease as well understood. Eighty-six per cent of all deaths during that war were due to typhoid fever, which attacked practically 20 per cent of the entire army. In marked contrast, as a result of compulsory inoculation against typhoid fever, practically no cases developed among the thousands of troops on the Mexican border during the recent occupation.

Again, according to the report of the Provost-Marshal General to the Secretary of War, under the selective service act of 1917, of the number of young men from 21 to 30 drawn in the first draft, 29.11 per cent were rejected by the local boards as physically disqualified. In addition, 5.07 per cent were rejected by the camp surgeons, making a total of 34.18 per cent of rejections. It would seem to be a severe indictment of the country at large for failing to conserve its man power, when over one-third of its draft men in the very prime of life are found to be physically unfit.

How does this rule apply to Alabama? While it is true that Alabama shows a slightly better percentage of acceptances than our sister southern states, still the number rejected is too high. Out of 47,867 selectmen examined by the local boards 11,498 were rejected for physical defects. In addition a considerable percentage were rejected by the surgeon at Camp Wheeler and elsewhere, the exact figures being at present not available;* a large percentage of these defects were of a minor nature and could have been prevented by proper hygienic living and environment in childhood.

Disease with its enormous toll of human life and waste of human efficiency and the attendant financial loss is in a large measure preventable. It is estimated that four in every ten cases might be prevented by the proper teaching and practice of hygiene.

The modern tendency in the study of medicine is toward the prevention of disease rather than investigating means of cure because prevention benefits the greater number and pays larger returns for the investment. Investigation of the cause and the means of transmittal tend toward a clearer knowledge of disease prevention, thereby establishing a foundation upon which the new public health system is to be built. The state has no duty paramount to that of protecting the health and lives and of aiding in the increase of physical efficiency among its citizens. Public health can be purchased at a reasonable price. The public is slowly but surely realizing this truth and is beginning to demand from the state a greater degree of protection against preventable diseases than formerly. Such protection the state alone can give, since it can do things which the people themselves cannot or will not do. It is not only good public policy, but it is also in keeping with modern research for the state to engage in the larger field of preventive medicine, since the "biggest business proposition before the people today is the business of public health."

To ascertain whether Alabama has provided proper means to cope with this "big business" problem, it is necessary to examine the various agencies it has provided for the care of public health.

* Since writing the above, in the *American Medical Journal*, August 17, 1918, Fol. 572 appears a chart and table prepared by the office of the Provost-Marshal General, indicating the relative number of registrants inducted and rejected in the various states for the period from February 10 to July 10, 1918, in which Alabama shows the highest percentage of rejections of any state in the Union; the number inducted being 11,750, accepted 9,705, rejected 2,054, a percentage of rejection of 17.46. The average for the United States is 5.83 per cent, the next highest state being South Carolina with 12.09 per cent, New Jersey showing the lowest with 1.93 per cent rejections.

PUBLIC HEALTH SYSTEM

The public health system of Alabama differs fundamentally from that of any other state in the Union. This is the only state in which it is lodged wholly in the hands of the organized medical profession.

State Board of Health.

The state code provides that the State Medical Association as constituted under the laws now in force or which may hereafter be in force, constitutes the State Board of Health.

"That her health boards, state and county, shall consist of medical men exclusively, and has endowed these boards with the important legal function of administering the health laws and regulations of the state, the county, and the incorporated cities and towns."

"Has confined to the organized profession the right of naming all medical health officials, state, county and city, and by so doing has not only placed the selection of these officials in the hands of those most competent to judge as to their fitness, but has thereby widely divorced her public health system from politics and from commercial influence."

"Has provided her medical men, not only with the privilege, but with the right of practically applying through their organized bodies, state and county, whatever of sanitary knowledge they may acquire to the prevention of disease and to the protection of the health and lives of the people." (Paragraphs 2, 3, 4, Preface to Medical Laws of Alabama, 1916).

County Board of Health.

According to the code of Alabama for 1907, Vol. 1, Chapter 22, Act 1, Sec. 700 and 701:

"The County Medical societies in affiliation with the Medical Association of the State of Alabama, and organized in accordance with the provisions of its constitution are boards of health for their respective counties, and for all incorporated cities and towns therein, and shall be under the general supervision and control of the State Board of Health."

"No local board of health, or executive medical body of any name or kind, for the exercise of public health functions, other than the county board of health, must be established in any county, town or city."

It thus follows that the county medical society is the health unit, and constitutes the board of health for the county. All legal reputable and ethical physicians of the county are eligible for membership in the society. It is important to bear this in mind, since every physician in the county holding membership in the county

society is a member of the board of health by reason of such membership. The functions of the county society among other things, as set forth in the constitution (Art. II, Sec. 1, Paragraphs 2-5), are to accept and discharge

"the duties that devolve upon it, as the legal board of health of the county and to encourage the study of all conditions, local or general, that may affect the sanitary welfare of the people of the county, with a view of urging the adoption of such measures and policies as will best promote the improvement or abatement of such conditions."

Each county society elects a county health officer and a municipal health officer for every incorporated city or town in the county, and also five censors, the latter of whom act as a committee on public health whose jurisdiction and duties are as follows: (1) To exercise advisory and executive functions with regard to health and quarantine. (2) Policy of committee may be revised or modified by the county society. (3) Supervision of county and municipal health officers.

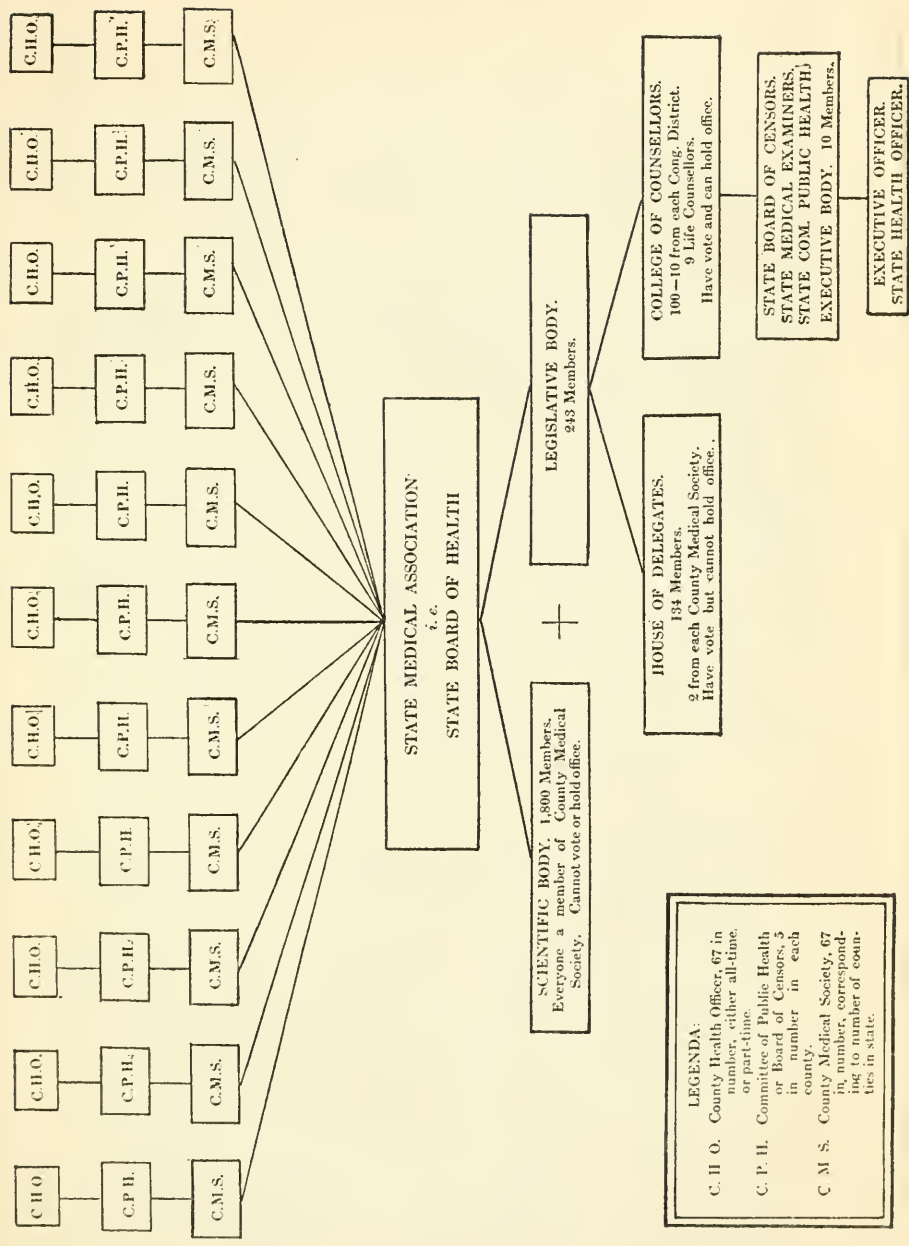
Organization.

The State Medical Association, which is the State Board of Health, is composed of four classes of persons, viz.: members, delegates, counsellors and correspondents, all of whom may take part in the scientific deliberations of the association.

The counsellors control the action of the association, since they control the election of the board of censors, ten in number, which when constituted acts in three capacities, to wit: (1) As a State Board of Censors, (2) as a State Board of Medical Examiners, (3) as a State Board of Public Health.

The board of censors elects from the college of counsellors the State Health Officer, and submits the name of the officer so elected to the association, (State Board of Health) for confirmation. It also has the right upon a two-thirds vote of its members to recommend to the association, (State Board of Health) the removal of the State Health Officer from office. It is required, through its executive officer, the State Health Officer, to supervise and direct the administration of the public health and quarantine laws of the state.

The State Health Officer has the right to call a meeting of the State Committee of Public Health for consultation and advice



LEGENDA:
 C. H. O. County Health Officer, 67 in number, either full-time or part-time.
 C. P. H. Committee of Public Health or Board of Censors, 3 in number in each county.
 C. M. S. County Medical Society, 67 in number, corresponding to number of counties in state.

whenever in his opinion such meeting would promote the public health interest. The State Committee of Public Health in turn may call a meeting of the State Board of Health (the State Medical Association), whenever in its judgment conditions so demand. The State Committee of Public Health and the State Health Officer render to the State Board of Health (the State Medical Association) reports of their official work for such action as said Board may see fit to take thereon.

Objection has been made to the form of the State Board of Health on the ground that the above provisions virtually make it a self-perpetuating body, and that while it is claimed by its friends to be the most democratic system in the United States, its opponents aver that it is democratic in theory only, while autocratic in practice.

From a practical public health standpoint, this would be of no interest, except to the medical profession, save for the fact above shown, that the State Medical Association is the State Board of Health, and is invested with all legal power as such, in both state and county. In public health matters, it is therefore necessary clearly to keep the structure of the organization in mind, in order to ascertain its work and influence in the state.

The State Board of Health under Section 702 of the Code, through its executive officer, the State Health Officer, shall have authority and jurisdiction as follows:

1. To exercise general control over the enforcement of the laws relating to public health.

2. To investigate the causes, modes of propagation, and means of prevention, of endemic, epidemic, infectious and contagious diseases;

3. To investigate the influence of localities and employments on the health of the people.

4. To inspect all public schools, hospitals, asylums, jails, almshouses, theatres, opera houses, court houses, public halls, prisons, markets, public dairies, public slaughter pens or houses, depots, passenger cars, industrial and manufacturing establishments, and other public places and institutions of like character, and whenever unsanitary conditions in any of these places, institutions or establishments, or conditions prejudicial to health, or likely to become so are found, proper steps shall be taken to have such conditions corrected or abated.

5. To examine the sources of supply, reservoirs, and avenues of conveyance of drinking water furnished to incorporated cities and towns, and whenever these waters are found polluted, or conditions are discovered likely to bring about their pollution, proper steps shall be taken to improve or correct conditions.

6. To prescribe and publish rules for the sanitation of depots and passenger cars on all railroads, including the territory contiguous to said railroads.

7. To exercise general supervision and control over county boards of health and over county and municipal health officers in the enforcement of the public health laws of the state in their respective counties and municipalities.

8. To notify the court of county commissioners, or board of like character of any county, or the mayor and council of any municipality whenever it appears that the health officer of such county or municipality is negligent or inattentive to his official duties, whereupon it shall be the duty of said county or municipal officials to suspend the payment of the salary of their health officer until such time as an investigation of the alleged negligence and inattention can be procured in accordance with sub-section 11 of section 703 of this code. At the end of such investigation it shall be the duty of the State Board of Health through its executive officer to inform the court of county commissioners or board of like character, or the mayor and council of any municipality, as the case may be, of the result of the investigation, which result shall be binding on the said court of county commissioners, or boards of like character, or on the mayor and council of any municipality, as the case may be.

9. To act as an advisory board to the state in all sanitary and medical matters.

As each county health board is a miniature of the state health board, so the duties of the former are practically the same as the latter, except limited to the confines of its own county.

A careful investigation of the objections to the system, both by the medical profession and the laity shows that the complaints may be classed under two general groups:

1. That the State Board of Health has done comparatively little in proportion to what it should have done for the health conditions of the state.

2. That it is a "close medical corporation," a "self-perpetuating body," and that the rank and file of the profession have no actual voice in the direction of its affairs.

To the first objection it is offered in rebuttal that a sufficient amount of money has never been appropriated to accomplish any results in public health work in Alabama. Publicity work, bringing the aims and objects of the Board to the attention of the people has never been possible. The Board of Health has lived for thirty years in splendid isolation, and has been a theoretical organization. It is

contended that the fundamental principles upon which the organization is built are sound. The machine is a perfect instrument of its kind. Like all good machines it perhaps has defects but no one has ever been able to specify them because it has never been put into operation. It is like a mogul engine placed on a railroad track; its builders have stood around and admired it, and occasionally rubbed up its brasses, and perhaps rung the bell, but there has never been any coal and water in it with which to produce steam and make the engine go. It would be unwise to undertake to remodel the engine until fuel and water have been put in it, and a competent engineer has tried her out down the track. If there are defects, they could then be found, removed and corrected, but until the machine is tried out, it would be a mistake to undertake this. It must be borne in mind that there is a difference between a public health system and a plan of operation. You may have the best system in the world, but if you have no plan for operating it, it is worthless. Any system with a workable plan, capable men and plenty of money, will succeed. No system without these elements has any value. In the present case the men are at hand, ready for work; comprehensive plans have been prepared; what is needed is the money.

The second group of objections are: The inability of the State Board of Health to produce results has been ascribed to faulty organization, when the real difficulty was a lack of appropriation. Some have by error criticised the organic structure of the health system, when as a matter of fact, their complaint was in the nature of a personal grievance, which may or may not have possessed merit. Others have mistaken faults of administration for structural defects. Rivalry between city and rural factions has been the cause at times of friction. These objectors have claimed that the shortcomings complained of could be remedied by a change in the system. The four principal plans for change suggested by the critics of the present system, are in order of frequency:

1. To permit every member of the association to vote and be eligible to hold office, thereby abolishing the representative system of delegates and counsellors.
2. To take the election of the State Health Officer out of the hands of the medical association and make the office appointive by the Governor.
3. To make the office elective such as that of the State Superintendent of Education.

4. To place the state health department under the direction and control of the United States Public Health Service, following the precedent established a few years ago when the state quarantine system was transferred to that service.

In other words, the personal equation which necessarily enters into any system has been behind most of the criticism. Much destructive criticism has been offered and practically no constructive criticism has been suggested, save the change from a theoretically perfect system which for lack of money has never been fully tried, to one of partisan politics which has in every southern state been attended by disaster to progress in public health.

The health system of the state is a live issue and no adequate conception of health activities can be obtained without a proper understanding of it since all future activities are predicated upon the retention or modification of the present structure.

Alabama ranks first in the United States in the number of physicians holding membership in the State Medical Association and is far above the surrounding states,—thus affording a strong argument for the present system. Whatever organic defects the present system may possess, no legislative enactment is needed along that line, since the remedy lies in the hands of the State Medical Association itself through a change in its constitution. Such change need not necessarily alter the form or function of the State Board of Health and therefore would not invalidate any state statute. That the code may with advantage be amended to strengthen certain minor defects which experience has shown to exist, in order to correlate and co-ordinate the Board's activities, is unquestioned.

A survey of the activities of the State Department of Health shows that it has been woefully hampered not only by lack of money but until comparatively recently, by a lack of breadth of vision. Strict construction rather than the spirit of the health laws was the measure of the administrative horizon. Social welfare, the basic principle of all public health systems was looked upon as smacking too much of paternalism and as inconsistent with democratic ideals. The result was sometimes a lack of genuine sympathy, co-operation, and co-ordination with private efforts to ameliorate unsatisfactory conditions in many parts of the state. The mechanism of the system was a sort of fetish, and a criticism of its lack of activity, even when justifiable, was regarded as an effort to demolish the system; hence

most of the energy was expended in defending the form, doing little to remove the cause of complaint.

It is gratifying to record the fact that the present administration of the State Board of Health has not only grasped the modern viewpoint and is striving with every facility afforded by the state to render efficient service, but has been and is on the alert to take advantage of every possible outside agency to push public health matters to the front and to educate the people to the necessity of demanding greater aid from the state.

THE STATE BOARD OF HEALTH

Having described the machine, what of its fuel, its motive power of men and money as evidenced by the executive force of the State Board of Health, and the appropriation for its maintenance?

The annual appropriation for the department of public health is \$26,200, of which amount \$19,700 is expended in salaries for the executive force, the personnel consisting of:

State Health Officer	
Stenographer	
Registrar of Vital and Mortuary Statistics	
Chief Clerk	
3 Assiatants	
Bacteriologist and Pathologist	} All for Laboratory
First Assistant	
Second Assistant	
Stenographer	
Janitor	
Sanitary Engineer and Field Director of Sanitation	
Salaries.....	\$19,700

Compare this sum with the liberality shown by the same legislature for disease prevention in animals.

For prevention of hog cholera (Page 105, Acts 1915).....	\$28,000
For tick eradication per annum (Page 204, Acts 1915).....	25,000
(This entails a \$25,000 appropriation from the counties. Mobile County alone, although not a cattle county, has spent \$50,000 for tick eradication, but cannot afford an all-time health officer.)	
For expense of Live Stock Sanitary Board (Political Code, Section 767, page 458).....	5,000
Total.....	<u>\$83,000</u>

Comparison in this case is odious.

The remainder of the appropriation is spent as follows:

Antitoxin for indigent persons (approximately).....	\$200
Printing and postage.....	3,500
Traveling expenses (approximately).....	1,500
All other expenses.....	1,300
	<hr/>
Total.....	\$26,200

For the entire activities of the State Board of Health having to care for the health conditions of the more than 2,000,000 inhabitants, the munificent sum of \$26,200 is given by the state.

Leaving out the purely clerical part of the force, there remain only six persons to look after the entire technical side of public health, or an equivalent of one person for every 11 counties if each were responsible for covering such an area instead of having to cover the entire state in his particular field.

It is quite obvious that this pitifully small force is incapable not only of effectively carrying out the manifold duties required of the department as previously shown in Section 702, but the further requirements entailed in section 733, page 30 which reads:

The sum of \$25,000 is hereby appropriated to the State Board of Health annually. Said sum shall be expended for the following purposes:

- (1) To supervise the execution of the health laws of the state;
- (2) To supervise the collection of the vital, mortuary and infectious disease statistics of the state; and to tabulate the same for publication;
- (3) To furnish all such blanks, envelopes, record books, stationary and postage as may be needed for the collection, tabulation and filing of the vital, mortuary and infectious disease statistics of the state;
- (4) To conduct a bacteriological laboratory for furnishing the most modern scientific aids in the diagnosis and treatment of the disease of the people of the state;
- (5) To conduct a Pasteur Institute for the free treatment of all residents of the state who may be bitten by rabid animals and who may apply for treatment;
- (6) To conduct campaigns for the education of the people of the state as to the causation, propagation and prevention of tuberculosis, hookworm disease, typhoid and malarial fevers, and other preventable diseases;
- (7) To conduct campaigns for the extermination of tuberculosis, hookworm disease, typhoid and malarial fevers, and other preventable diseases, insofar as this may be accomplished;
- (8) To conduct campaigns for the education of the people as to sanitary methods to be employed in securing pure milk and pure drinking water;
- (9) To distribute among the people of the state bulletins, leaflets, etc., giving information in regard to preventable diseases;

(10) To provide an equipment for a field hospital to be used for isolating and treating cases of infectious and pestilential diseases that may occur in, or be imported into the state;

(11) To establish one or more depots of supply of diphtheritic antitoxin in every county of the state, said antitoxin to be furnished free of cost to all persons unable to provide themselves with the remedy, when needed;

(12) To provide an equipment for disinfecting houses and other places under urgent and special conditions;

(13) To execute through its board of medical examiners the law regulating the practice of medicine in the state;

(14) To enable the State Board of Health to secure legal advice and assistance, when needed, in the execution of the health and quarantine laws of the state, also to enable the State Board of Medical Examiners to obtain legal advice and assistance, when needed, in executing the law regulating the practice of medicine in the state;

(15) To provide an equipment for illustrating popular lectures on the cause, modes of transmission and prevention of diseases, said lectures to be delivered under the auspices of the State Board of Health;

(16) To employ such clerks, agents, and other employes, and to purchase such property, materials and supplies, and to enter into such contracts as may be considered expedient by said board in discharging its duties, or assisting in the discharge of the duties of other boards or officials having duties in connection with any of the health laws of the state.

Is it any wonder that with such a multitude of duties imposed upon it, dissatisfaction has been expressed at the "inefficiency" of the State Board of Health? Yet almost always, due in a large measure to a lack of exact knowledge of the facts, fault is found with its organic structure rather than with the inadequate force and lack of money at its command.

Notwithstanding the protean character of the above functions, the state has not provided a single inspector to aid and assist in the gathering of the necessary information from which an intelligent opinion of conditions complained of can be formed, nor to see that the remedy is properly applied after it has been suggested. With two exceptions, Alabama is at the bottom of the list of southern states in reference to state funds available for public health work.

SUPERVISION AND ENFORCEMENT OF HEALTH LAWS

The authority of the State Board of Health to enforce laws is practically nil under the present code. It can act in an advisory capacity only, and has no power actually to enforce its mandates, as there are no adequate penalties for failure to obey.

The authority of county boards of health is likewise limited except in a few instances where some specific condition has been covered by statute, or by the action of a board of county commissioners heeding the advice of the health authorities in such limited sphere as they may have jurisdiction, or in municipalities having special ordinances.

Practically all that either the state or county health officer can do is to advise and recommend, because in the end, if the local civic authorities do not, or cannot act, the health authorities can only invoke the assistance of the police power of the county or municipality.

In practice, section 718 of the code authorizing the abatement of nuisances is unwieldy, too slow in action and too complicated to obtain quick and effective results.

This section gives the health officer authority to order the nuisance abated, but in the event of failure to obey this order, the health officer must convene the public health committee, and they must try the case sitting as a court, yet as one without enforcing authority. In case of refusal or failure to abate the nuisance, the civil authorities must be invoked, and they may proceed at the expense of the person responsible, and a trial be held by the county commissioners, for the county or municipal court if in any incorporated city or town. The cost of abatement is taxed upon the property. The county is to advance the amount necessary to abate the nuisance, provided however, that no county shall be required to pay more than \$300 in any one year for such abatement of nuisance.

It is quite obvious that with this cumbersome machinery, little if anything is attempted. It is therefore recommended that the law on abatement of nuisances for sanitary purposes be so amended as to give the State Health Officer similar power to that now enjoyed by the State Prison Inspector to condemn jails and order changes.

Act 1230 of the political code gives municipalities police jurisdiction in sanitary matters for three miles beyond their limits, but even then the matter of condemning a condition as a nuisance is a tedious, complicated process. It is therefore recommended that the regulations be so amended as to give the county medical society power to declare a nuisance to exist, and to abate the same with the right of appeal on the part of the owner to the state board of health,

the decision of the latter to be final and binding. In the event of the owner or agent failing within a given period to comply with the mandates of the State Board of Health, the Board should be empowered to have said nuisance abated, the cost to be taxed upon the property, the owner to have a reasonable time given in which to reimburse the Board of Health for said cost. Upon failure so to reimburse, the State Board of Health should be empowered to sell the property at public sale to satisfy such claim. This will simplify the complicated method now on the statute books and produce results.

Such a radical change may be objected to on the grounds that it not only gives too much power to the State Board of Health, but makes it virtually a court of condemnation. When the organization of the Board is considered, however, it is obvious that it is admirably fitted for such a court of review as well as affording a direct method of obtaining the results without tedious and costly litigation.

That few prosecutions have taken place for violation of the present sanitary laws is conclusive evidence that either the method of enforcement is inadequate, or else the health officials have been delinquent in their duties, for instances without number can be cited in every locality where insanitary conditions exist, and no abatement through prosecution has taken place.

Municipalities and incorporated cities and towns having local ordinances, are in a better position to remedy insanitary conditions. In addition they can invoke the police jurisdiction for their immediate environs.

Many of the most insanitary conditions are found on the outskirts of small towns and cities, and it is necessary frequently to call the attention of the health authorities to such conditions, but as a result nothing is done because the town authorities claim that the matter is outside their jurisdiction. The county commissioners usually refuse to take any action claiming that it is the business of the town to look after it. Consequently nothing is done.

The part-time county health officer either gets tired running from one to the other, or local influence is frequently strong enough to prevent action. The law for the abatement of nuisances should be strengthened and full-time health officers should be employed in order to get permanent results.

INFECTIOUS AND CONTAGIOUS DISEASES

Paragraph 2, section 702 charges the State Board of Health with the investigation of the causes, modes of propagation and means of prevention of endemic, epidemic, infectious and contagious diseases. In 1916 and 1917 there occurred several outbreaks of small-pox, typhoid fever and measles, the last during the spring of 1918 being epidemic throughout the state. In every instance where the State Health Department was called upon to assist in locating the infection there was prompt compliance. Most of this was in the nature of consultations with county and municipal health officers as to the course and the best measures to be adopted to prevent the spread of the epidemics or threatened epidemics. Most of the consultations resulted in detailing the sanitary engineer to make an investigation of the local sanitary conditions.

SANITARY ENGINEERING

The Code requires the investigation of the influence of localities and employments on health, also examination of source and distribution of the water supply and pollution of same, sewage disposal, etc.

The work has been so enormously increased that it is a physical impossibility to attend to all the calls made upon the department. The industrial development as a result of war work has caused a congestion of population in many localities heretofore rural in character, and as no adequate provisions for sanitation had been provided, soil and water pollution were inevitable. With the small force of sanitary inspectors, and with but a single sanitary engineer, this phase of the work is badly handicapped. The United States Public Health Service has been generous in its assistance, and the International Health Bureau has likewise aided in many of the problems presented. Were it not for this timely assistance, doubtless many serious outbreaks of disease would have occurred. As it is, unless immediate relief is granted with proper authority to enforce recommendations, serious trouble is in store.

It is therefore recommended that several sanitary engineers and inspectors be provided for in the next appropriation by the legislature. There can be no question that the efforts of the Bureau of Sanitary Engineering have prevented a number of serious epidemics in various parts of the state.

SANITARY INSPECTION**Inspection of Public Schools, Hospitals and Other Institutions.**

Paragraph 4 gives the State Board of Health authority to inspect all schools, hospitals, jails, almshouses, theatres, public halls, prisons, markets, public dairies, public slaughter pens or houses, depots, passenger cars, industrial and manufacturing establishments and other public places and industries of like character.

No actual inspection of such places other than of jails and almshouses by the State Board of Health has been undertaken, except in one or two instances where epidemics have broken out in schools and inspection was made to discover the source of infection.

It is recommended that an appropriation be made for one or more additional state sanitary inspectors. Some of the duties of such inspector are: To inspect and report on the sanitary conditions of municipalities, of both urban and rural school houses, and all public institutions, including hotels; inspect passenger trains and railroad stations and to bring about the correction of obvious abuses; inspect all industrial institutions and work shops to see that the laborers are surrounded by proper sanitary conditions; and to check up similar work done by county officials.

Inspection of Jails and Almshouses.

The legislature of 1915 transferred the office of State Prison Inspector to the State Board of Health with a proviso that at the expiration of the term of the then incumbent, the State Prison Inspector should be elected by the State Board of Health and henceforth discharge the duties of his office in connection with and as a part of the work of the State Board of Health. The transfer occurred in April 1917.

It is further provided that he shall inspect or cause to be inspected at least twice each year every county jail, almshouse and every municipal jail or prison in any incorporated town or city in the state having 10,000 or more inhabitants, and to aid in the just, humane and economic management of such institutions; to require the erection of sanitary buildings for the inmates; to investigate the management, the conduct and efficiency of the officers or persons charged with their management; to require the buildings or grounds of such institutions to be kept in sanitary condition

and to make a detailed report to the governor after each visit on their condition, on the health of the inmates and condition of the buildings and the grounds; and to see whether the money appropriated for such purposes is properly expended. He shall also furnish a copy of his report to the court of county commissioners, city counsellors or other bodies having control over the prison, jails or almshouses. The law gives him full power to see that his orders are obeyed.

With such power, this department has revolutionized the sanitary condition of the 72 jails in the state. In a number of instances, the buildings have been condemned, and the counties required to erect new sanitary jails. All of them, without any exception, have been required to make alterations and repairs in order to put them in sanitary condition, consequently the health of the prisoners has been very much improved. Many abuses have been corrected, especially in the matter of feeding prisoners. It had been the practice of many of the sheriffs to make a large profit out of their feed bills, and in some instances the feeding was so poor that the prisoners suffered from lack of nourishing food. Not only was the food poor in quality and deficient in amount, but was improperly prepared, resulting in considerable sickness among the prisoners.

Many cases of tuberculosis were found as the result of dark, damp, ill-ventilated cells and under-feeding. The drastic weapon in the hands of the State Prison Inspector brought unwilling officials into line, with the gratifying result that with very few exceptions the city prisons and county jails are now in a reasonably sanitary condition. The sheriffs are now co-operating in enforcing the sanitary requirements of the department.

One of the crying disgraces of the state is found in the 59 county almshouses or poor farms, situated throughout the state. No systematic inspection or sanitary regulation of these has been attempted. A few have been inspected and some changes made, but the surface of the trouble has not even been scratched. There are approximately 1,200 inmates of these institutions, of whom 50 are children ranging in age from infancy up to 16 years. Of these 38 are mental or physical defectives.

Insane Asylums and Convict Camps.

Act 530, 1915, states that upon the written order of the governor, it shall be the duty of the State Prison Inspector in person or by his

chief clerk or deputy inspector to inspect the insane asylums of the state by whatsoever name they may be known; both state and county convict camps of corporations or individuals leasing and working the state or county convicts; the penitentiary, and any and all state institutions of whatsoever kind and nature; and to visit any and all places designated by the governor. That the same powers and authority are conferred upon the State Prison Inspector in reference to such inspections as in respect to jails.

The general inspections covered by this act practically duplicate paragraph 4, section 702, of the code, relating to the duties and authority of the State Board of Health. It is therefore recommended that this entire act be incorporated in paragraph 4, section 702, thereby avoiding duplication of work and authority.

It is further recommended that the State Prison Inspection Act be so amended that a clear correlation of the duties and activities of the office be afforded; and that the State Board of Health have administrative authority over said office to avoid duplication of administration and possible clash of authority as well as being in the interest of administrative economy and efficiency.

Under section 3, act 303, the Inspector is authorized to appoint a chief clerk and two deputy inspectors together with a stenographer; the salaries to be paid from the state treasury.

The last legislature placed the enforcement of the child labor law under the jurisdiction of the state prison inspector, thereby adding very materially to the work of the office force. The prison inspector has three deputies, one assigned to the inspection of jails; another to the enforcement of the child labor law in cotton mills and the third to its enforcement in other establishments. It is quite obvious that with this small force, very little attention can be given to the health problems involved and until this bureau has more inspectors it cannot do much to better the conditions in the almshouses. Needed legislation must be had before proper results can be obtained.

The system of obtaining vital and mortuary statistics is not altogether satisfactory, the force being too inadequate to do proper "follow up" work, and the system having too many loopholes to insure accuracy.

An increase from two full-time lay assistants in 1910 to ten in 1918 marks the growth of the work of the State Board of Health.

In the former year the only lay assistants were the sanitary engineer and the assistant to the Registrar of Vital Statistics. The additional eight in the eight years were primarily for the purpose of aiding in collecting vital and communicable disease statistics, and for laboratory work.

VITAL STATISTICS

The reported death rate in the registration area of the United States Census Bureau for the year 1915 was 14 per 1,000 of population. The reported death rate for Alabama for 1915 was 10.5 per 1,000 of population; for 1916 the death rate was 10.45 and for 1917 was 12.65. The rate in 1916 was lower in spite of the fact that more deaths were reported than in the previous year. The reduction is due to the increase in population. During 1916 and 1917 there was an exodus of negroes numbering many thousands, and several thousands of soldiers were sent to training camps in other states. To offset this loss over 50,000 troops were brought from other states: hence this shifting makes some changes in the actual population tending to disturb the accuracy of the statistics.

The birth rate for the registration area of the United States for the year 1915 was 24.9 per 1,000 of population. The birth rate for Alabama for 1915 was 21.2 per 1,000 of population; the rate for 1916 was 23.9 which is the highest birth rate ever recorded for Alabama, and is very little below that of the registration area.

An intra-state registration area for Alabama has been established consisting of those counties in which the births and deaths reported reach 90 per cent or more of the estimated normals—15 deaths and 25 births per 1,000 of population per annum. Forty-nine of the 67 counties were in this area for the births for the year 1916, while 55 counties reported a birth rate of more than 20 per 1,000 of population.

That part-time health officers have been largely responsible for the failure to report births and deaths is not only evidenced by the report of vital statistics for 1915-16 and 1917, but the State Board recognized this laxity of the part-time county health officers, and urged them to be more prompt and zealous in their reports.

To show further that the method of collecting vital statistics is defective, the following illustrations from the January and February, 1918, vital statistics reports of the State Board of Health are sufficient. It is assumed that the three large cities of the state where

burial laws are enforced by city ordinances supplementing the state health laws, would have accurate and complete reports, yet in January, Jefferson County showed 535 deaths, a rate of 22.4 and only 530 births, a rate of 22.2;

Madison, 101 deaths, a rate of 24.5 and 62 births, a rate of 15.1;

Mobile, 194 deaths, a rate of 25.2 and 168 births, a rate of 21.4;

Montgomery, 140 deaths, a rate of 14.9, and 90 births, a rate of 12.2;

Tuscaloosa, 111 deaths, a rate of 25.2, and 82 births, a rate of 18.7.

The excess of deaths over births was not due to any abnormal conditions but shows that the method of collecting mortuary statistics in the cities is on a better basis than that of collecting statistics for births.

It is quite obvious that in the rural districts, the latter are still more difficult to obtain, showing very clearly that many of the part-time county health officers who are now charged with the enforcement of this phase of public health work are derelict in their duty, and that while the department has repeatedly called attention to their failure to enforce the law, no prosecutions have taken place.

The failure to report births is also due in a large measure to midwives; this is especially true as to the non-reporting of cases among the negro population. It is therefore recommended that midwives in Alabama should be examined, and certificates issued to them, imposing a heavy penalty for their failure to report any cases.

To obtain recognition by the National Census Bureau, it will be necessary for the State Board of Health to change its methods of collecting vital and mortuary statistics. The reports should be sent to the State Registrar. The reports now go to the county, are recorded, and then sent up to the state. In many of the counties no records are available. The reverse of this policy should obtain. As the justice of the peace is a recognized official and is located in every beat of a county, he could be made the local registrar.

It is recommended that steps be taken by the next legislature to place Alabama in the federal registration of vital statistics area. The model law provides that each county be divided into small districts, such as beats, and a registrar appointed for each district to whom the doctors and midwives shall report all births and deaths,

which are in turn reported direct to the state registrar; the local registrar to be paid by the county a fee for each record made.

Another requirement of the model law is that the body of any deceased person cannot be buried or removed without a permit issued by the local registrar. This means the reporting of all deaths. It is estimated that the cost of operation of the model law would be on an average of \$400 or \$500 for each county.

The Bureau of Vital Statistics has had even more difficulty in obtaining reports on communicable diseases, which physicians are required to report immediately to the health officer in whose jurisdiction they occur, and the physicians throughout the state have been admonished by the State Board of Health to be more careful in reporting such diseases, thereby assisting the department in preventing their spread.

BACTERIOLOGICAL LABORATORY

Of all the departments of the State Board of Health, the state laboratory has been the most efficient, so far as tangible results are concerned. The actual cost of conducting it is about \$8,000. No provisions having been made by the 1915 legislature for the rent, light and heating of the laboratory, these items had to be paid out of the fees collected.

Examinations both general and for rabies have steadily increased from 1908 to 1915, but there was a considerable falling off during 1916. The increase in the number of private laboratories in Birmingham, Montgomery and Mobile, and the fact that all-time health officers who are not only doing the work for their counties, but doing a considerable amount of private work for the country doctors in their vicinity, have caused a decrease in the number of examinations from these localities. The increase in 1917 was due largely to the introduction into the state of new industrial enterprises and cantonments.

The last legislature authorizing the State Board of Health to inquire into the purity of the water supply of the state has greatly increased that part of the work. The department is not quite clear as to just what authority has been conferred by these acts, as they are somewhat indefinite, and this, coupled with the lack of proper inspection due to an inadequate force, has hampered this phase of the work.

In 1917 there were 1,552 specimens of sputum examined for tuberculosis and although this was an increase over the previous

year, yet a comparison of the number of examinations with the evident number of existing cases in the state shows that the laboratory is getting only about one-sixth as many as it should.

There were 700 deaths reported in 1916 from typhoid, showing at least 7,000 cases, whereas, in only about 20 per cent of the cases was laboratory assistance asked. In 1917 there were 3,700 cases and 989 deaths reported showing in both years a great failure to report this reportable disease. The laboratory made 1,502 examinations for typhoid in 1916 and 1,553 in 1917.

In 1916 the laboratory made 654 examinations of feces and 889 in 1917. About 40 per cent of these requests for examinations were from local physicians in Montgomery showing that the laboratory is not used as much as it should be in the eradication of hookworm.

In 1917 there were 646 examinations of blood for malaria with 2,375 cases and 530 deaths reported, showing that the services of the laboratory are not sufficiently utilized by the doctors of the state to assist in a diagnosis.

The laboratory is now making all the Loeffler's Blood Serum used for culturing diphtheria bacilli. In this disease also physicians throughout the state have not utilized the laboratory as much as they should. Especial attention is called to the desirability of ascertaining when a patient ceases to be a menace to others in order that he may be released from isolation and quarantine, since this fact can only be established by cultural methods. The necessity of educating not only the laity but the profession to the necessity for early immunization treatment for all exposed cases is one of the duties which should be undertaken when funds are available for this extensive work. The state suffers a great loss each year on account of absence from school because of diphtheria, more from quarantine than from the actual number of cases.

In 1917 Wassermann tests for syphilis were made in 573 cases. The presence of two cantonments in the state with thousands of soldiers, and the necessity for safeguarding them from venereal diseases have been emphasized the last two years. The records show that a larger percentage of the civilian than the military population is infected by these diseases. The United States Public Health Service has established a clinic at Montgomery for the examination and treatment of civilians, especially women, and in Mobile a hospital service has been established in the county jail

under the supervision of the Medical Department of the University of Alabama. More than 300 women have been treated in this service at Mobile; the funds for the 606 being furnished largely by the local Rotary Club. The state laboratory has been unable to make these tests free except for indigents, and although the work is increasing yearly it feels that it is not rendering the service it should. If the next legislature grants an increased appropriation, this service can be materially extended. The recognition that social diseases form a tremendous public health problem is resulting in the education of the laity to the necessity of early diagnosis.

During 1917, 428 dog heads were received for examination for rabies, more than in any previous year, and 49 per cent were found rabid. The number of persons treated at the laboratory for the prevention of rabies was 269, with one death, entailing the administration of 6,725 doses of the virus which is furnished free by the United States Public Health Service. The expense to those undergoing treatment during the year for traveling and board during treatment approximately was \$8,070. It is recommended that branches of the Pasteur Institute for the administration of anti-rabic virus be established at Birmingham and Mobile to lessen the expense and facilitate the treatment of the patients, and that more stringent laws with heavy penalties be enacted by the next legislature against unmuzzled dogs.

Not only has the present State Health Officer used every possible opportunity in a campaign of education for public health in an official way, but he has enlisted the help of outside agencies to bring the subject before the people. Foremost among these is the International Health Board which has agreed in addition to other activities to make an intensive sanitary survey of three counties, provided each county raises the sum of \$3,600 to help defray expenses, the International Health Board not only furnishing a like amount, but paying all overhead charges. In such a survey every home, white and negro, rural and urban, in the county or in a certain selected area, is visited by the sanitary corps, each area being about 25 square miles and having about 800 inhabitants. Local conditions are noted and the remedy prescribed.

The International Health Board conducted a soil pollution campaign, generally known as the hookworm campaign, during the years 1910 to 1918, though actual hookworm work, except in DeKalb

and Etowah counties ceased in March 1915. It is fair to assume that the better showing made by Alabama as compared with other southern states in the draft rejections, can be directly traceable to the hookworm campaign, since quite a number of the registrants were treated for hookworm during this period. No provision has been made, however, by either the state or county for the continuance of the hookworm work, and much of the good that has been accomplished, has been offset by subsequent neglect. This is strictly a preventable disease, and while some attention has been paid to it in rural schools, it has been sporadic and not uniform nor continuous.

STATE BOARD OF MEDICAL EXAMINERS .

The State Board of Health in its capacity as a board of medical examiners ranks among the highest in the United States.

During 1917 the total number of applicants examined was 67; the total number granted certificates 45; the total number refused certificates 22; number issued *pro forma* certificates 2; percentage of rejections 38.6. Of the unsuccessful applicants represented by colleges, 8 were from the Birmingham Medical College which was a Class B college, and has since ceased to exist. All the other unsuccessful applicants were from colleges outside of the state. Only two applicants in the three years, 1915, '16, '17, from the Medical Department of the University of Alabama, located in Mobile, failed to pass, while 50 applicants from the Birmingham Medical College failed in the same period. This is a most eloquent and convincing argument for the high standard of the Medical Department of the State University as compared with the outside Medical Colleges, as well as with a Class B school.

PUBLIC HEALTH EDUCATION

While the State Board of Health is supposed to carry on from time to time a campaign of health education throughout the state, no money is furnished to employ competent instructors, and the force at the disposal of the Board is so limited and their duties so varied and onerous, that it is all they can do to investigate the complaints coming in from various sections.

The legislature has never recognized the fact that public health work is largely a matter of popular education; that money expended in this way brings large returns, and is not a mere "frill." They

have seen this so far as the agricultural and animal industry interests are concerned, but not with regard to public health.

An arrangement has been perfected with the Children's Bureau at Washington whereby 1,200 franked envelopes are furnished the State Board of Health each month with literature on prenatal care and the care of the baby. This is mailed to the new mothers of the state reported each month. It is the foundation for more effective educational work by a state child hygiene bureau when authority to establish such a bureau is granted by the legislature.

Since January, 1918, the social service assistant of the Scottish Rite Masons of Mobile has been working under the direction of the State Health Officer, conducting health campaigns in a number of counties, stressing particularly the necessity of employment by the counties of public health nurses. Now the Scottish Rite Masons of Montgomery are supplying the State Health Officer with funds to pay the traveling expenses in the campaign.

Not only has this work been highly successful, but the several counties in which it has been carried on have made more or less permanent arrangements for continuing and enlarging it themselves. One of the special features of this work is the co-operation of the Alabama Federation of Women's Clubs, which in conjunction with this social service assistant has carried on a campaign of education among the women's clubs of the state with a view to furnishing a public health nurse to assist the State Health Officer in his plans.

COUNTY HEALTH OFFICER

The law provides for two types of county health officer, those devoting only a portion of their time, who are known as part-time health officers, and those who devote their entire time to the office, and are known as all-time health officers. There are 67 counties, 57 having part-time and 10 having all-time health officers.

The duties of part-time health officers are: (1) *to keep and file a register of births and deaths and infectious diseases.* This duty is set forth in minute detail, yet with regard to an all-time health officer, it is required only by implication, as he is to make such reports as may be required on blanks prescribed by the State Board of Health. It has been shown that in the matter of recording vital statistics, the county health officers have been negligent. That they have been

derelict in other duties as well is equally evident. On account of the unsatisfactory work of many of the part-time health officers, the State Health Officer has endeavored to obtain better results by urging county medical societies to place more competent men in the position.

(2) *To have general supervision over the sanitary interests of the county.* Due to lack of real authority to abate nuisances the county health officer can do little more than advise; consequently little more than that has been attempted, much less accomplished. This is an added reason for the revision of the laws regulating the abatement of nuisances.

(3) *To visit all cases of contagious diseases.* The part-time officers have been reasonably attentive to this part of their duty. During the fall of 1917 and spring of 1918 the entire state was visited by an unusually heavy epidemic of measles, the schools of the state being especially affected. In almost every instance the county health officers were on the alert to prevent its spread; so prevalent was it, however, that it got beyond control in most sections. Although a disease usually but lightly regarded and therefore more or less negligible, there were 19,541 cases with 466 deaths reported for 1917 and it is quite evident that many thousands of cases were not reported. An unusual number of adults were affected, due largely to their own carelessness and to the mistaken notion that measles is a harmless child's disease. Another popular error is prevalent, namely, that every child at some time is bound to have it. Some physicians still regard the malady as of no consequence, thereby giving false security to many parents.

Extra efforts should be made to examine all school children for sequelae, emphasizing more than ever the necessity for an all-time health unit to assist in the "follow up" from a school standpoint in the early detection by the health officer and public health nurse of conditions which tend to produce permanent defects in the child.

The State Department of Education considers the laws relative to quarantine and isolation for contagious diseases satisfactory from a school standpoint. The health officer of Barbour County does not regard these regulations as satisfactory, and recommends that tuberculosis and hookworm cases be isolated. The health officer of Chambers County does not regard them as satisfactory, and declares that more stringent laws should be enacted. The health officer of Pickens states that it is hard to formulate a plan,

especially for rural schools. The health officer of Washington County states that the regulations are not satisfactory; that nothing can be done under the present system.

This State Superintendent of Education was asked: "Do you recommend compulsory vaccination against smallpox?" His answer was, "Yes, while the danger of spreading in rural sections is not as great as in urban communities, still the only way to protect society against a sudden spread of such diseases as smallpox is rigidly to enforce the vaccination law."

Much confusion still seems to exist, both on the part of the county medical authorities and local school authorities in the several counties as to quarantine and isolation, the two terms being used synonymously. It is likewise true that there is considerable lack of uniformity in carrying out these regulations. To illustrate: This spring in a certain town of this state, an outbreak of smallpox occurred. Considerable friction arose between the school authorities and the local health authorities because a local physician having a case of smallpox in his family insisted that two of his children who had been successfully vaccinated, be permitted to attend school. The patrons of the school protested against the presence of these children in the school, while the father insisted there was no danger because they had been successfully vaccinated, and the case was properly "quarantined." Whether this particular case was isolated or quarantined, the facts do not show, but it is typical of the looseness in which the terms are used in speaking of a case of contagion and applied in practice. If the case had been really isolated in this particular instance, there would have been no danger of contagion, but if the case was only quarantined, there might have been danger of infection. This illustrates very forcibly how the self-interest of a part-time health officer sometimes conflicts with his official duties.

It is therefore recommended that the State Health Officer and the Superintendent of Education conjointly formulate and issue a series of regulations for the guidance of county health officers and school teachers, naming the several communicable diseases affecting school attendance; defining isolation and quarantine; giving the period of required absence for children suffering from such diseases; governing the return of such pupils to school; and requiring the furnishing of a physician's certificate before returning to school.

While it is true that most of these points are now embodied in

either the health or school regulations, there is no correlation between them, nor are they in any concrete form easily available for the guidance of either the health officer or the school teacher.

(4) *Obtaining vaccine virus for the purpose of vaccinating all indigent persons.* This is a corollary of the preceding clause and has generally been carried out. There again is the conflict between the self-interest of the private practitioner and his official duties as health officer. No class of citizens is more faithful to duty or self-sacrificing as a rule than the medical profession, but there are so many loopholes for negligence because the part-time health officer's first duty is to himself in endeavoring to make a living; therefore he should not in the best interest of public health be placed in such an equivocal position.

(5) *To visit county jails, convict camps, county almshouses, county court houses and other county buildings for the purpose of inspecting their sanitary conditions.* This is a duplication of the work of the State Prison Inspector so far as jails, almshouses and convict camps are concerned. There is no co-ordination between these two inspections. If the sanitary conditions of the county court houses throughout the state is an index of the efficiency of the county health officers, then almost without exception, they are guilty of the grossest negligence. The sanitary conditions of the court houses are almost as bad as the almshouses; that is saying a great deal in a few words. They are both positively a disgrace to the state.

(6 to 14, inclusive) *These deal with making reports, attending meetings, and other administrative functions of the county health officer.*

The failure of part-time health officers promptly to make reports is notorious. The records of many are in such shape as to be practically worthless for the purpose of obtaining satisfactory or exact information.

To learn the sentiment of the county health officers of the several counties surveyed as to the present health system, a series of questions was submitted. To the question, "Do you regard the present health system of Alabama as satisfactory, or would you prefer some other system?" most of the replies held the system satisfactory but pointed out the inability to get results because of lack of money.

To the question, "Do you favor an all-time health unit for your county?" all who replied answered, "Yes."

The question, "Is there any sentiment for or against such a

unit in your county?" brought answers of "No," "Both for and against," "All in favor but no money," while Jefferson and Tuscaloosa Counties reported having adopted it.

It is therefore quite evident that the one weak spot in the health system of Alabama is the lack of all-time health officers in the several counties. Even the two rich and populous counties containing the large cities of Montgomery and Mobile do not have all-time officers. Except in twelve counties, the county health officer devotes only such time to the work as he sees fit, as he is usually a very busy practitioner, and since his practice is his first care, he cannot be expected for the pittance he receives to neglect his private work; for no man can serve two masters. Again no health officer engaged in the active practice of his profession can secure the full co-operation of his fellow practitioners; this is especially true in rural sections, where lines are usually more or less sharply drawn. Then, too, such a part-time health officer frequently finds his official duties in conflict with his professional interests, and it is only natural that he should follow the line of least resistance, resulting in important and necessary public duties being neglected and unperformed.

A questionnaire was sent to the county health officers of the following counties, requesting certain data; most of them, however, failed to answer, showing how little interest they take in their office, or that they are too busy with other matters to give proper attention to its exacting duties. Nor is this surprising when the meager salary paid them is considered; in the typical counties having only part-time health officers, it is money thrown away.

County	Type	Salary
Barbour.....	Part-time.....	\$660
Chambers.....	Part-time.....	720
Chilton.....	Part-time.....	no report
Conecuh.....	Part-time.....	no report
Escambia.....	Part-time.....	no report
Etowah.....	Part-time.....	no report
Hale.....	Part-time.....	no report
Jefferson.....	All-time.....	5,000
Lauderdale.....	Part-time.....	no report
Madison.....	All-time.....	\$3,500
Mobile.....	Part-time.....	no report
Montgomery.....	Part-time.....	no report
Pickens.....	All-time.....	\$2,250
Washington.....	Part-time.....	289

Not only is the force at the command of the State Board of Health wholly inadequate but the counties for the most part have been derelict in such matters when they have had a remedy in their own hands, namely, the authority to provide an all-time health officer.

Subdivision 2, section 706, page 14 of the Medical Laws of Alabama, 1916 reads:

Whenever the court of county commissioners or board of revenue of any county shall deem it wise to provide a county health officer who shall devote all of his time to the duties of his office, and so declare by order entered on the minutes of such court or board, it shall be the duty of the president of the county board of health, except of such counties as have already employed health officers for all of their time, to issue a call for a meeting of said board, giving the members thereof not less than ten or fifteen days notice of the meeting and further informing them that the object of the meeting is to provide for a county health officer who shall devote his entire time to official work. When the county board of health meets as above provided for, not less than a majority of the members thereof being present, said board shall proceed to remove the incumbent county health officer from office and to declare the office vacant, the officer so removed being eligible for election to the new office. The county board of health shall then proceed to elect a county health officer who shall devote his entire time to the duties of his office. The county board of health shall then instruct the secretary thereof to notify the court of county commissioners or board of revenue that a health officer has been elected by the county for a term of three years, giving the name and address of the officer so elected, such officer to devote his entire time in promoting the health of the people of the county.

This survey shows that one of the chief objections to the system on the part of the laity is that if they make complaint of inattention or negligence on the part of a county health officer, the local board of health either pays no attention to the charges, or if a trial is had, the health officer by reason of local influences, is always sustained.

Again if there be factional politics in the county medical society, as has been found in some instances, without the right of appeal either on the part of the said official or the losing faction, a factional majority for or against the county health officer can work a hardship.

In several of the counties it has been found that public health conditions have suffered by reason of local influences without redress through a court of review free from such local influences. It is believed that an amendment to the code providing for such an appeal would very largely, if not entirely, remove this source of complaint,

since in a number of counties both the laity and physicians have ceased to be active in health matters, because they have felt, whether justly or not, that they could accomplish nothing, all their efforts having failed on account of this vicious circle. This applies especially to counties having only part-time health officers.

The present code provides for an investigation for neglect of duty on the part of a county health officer, but provides no appeal from the county society. The State Board of Health has authority to notify the county commissioners of the negligence of any county health officer whereupon there is a suspension of payment of salary. Provision is made for the investigation of such charges and penalties are prescribed upon conviction for failure or negligence.

The procedure is laid down in paragraph 11, section 703:

To investigate the charges and specifications against health officers, county or municipal as follows:

Whenever a member of a county medical society, the executive officer of the State Board of Health, or other persons submit written charges and specifications against the health officer of a county, or health officer of a municipality therein to such society for investigation and report, and shall instruct the secretary of the society to furnish the health officer against whom charges and specifications are submitted, and the board of censors to which they were referred, certified copies thereof. The board of censors shall then appoint a time and place for investigating the charges and specifications and shall notify the health officer concerned, and the party or parties making the charges and specifications of the time and place for the hearing, and shall further notify said parties that they will be accorded the privilege of being heard in person, or by counsel, or both, and of introducing such witnesses and written testimony as may be germane to the question at issue.

When the investigation has been completed and the board of censors is ready to report, it shall notify the president of the county medical society of that fact, whereupon the president shall call a meeting of the society, unless the time for a regular meeting is at hand, giving the members not less than five full days notice thereof and explaining to them the object of the meeting.

When the county medical society meets in accordance with such notice, the board of censors shall submit a complete and circumstantial report of the investigation with which it was charged. After hearing the report and after such discussion thereof as may be deemed proper by the presiding officer, the society may take action in either of the following ways:

- (a) It may entirely exonerate the health officer;
- (b) It may censure him;
- (c) It may impose a forfeiture of salary for such period of time as the society may deem just and proper;

(d) It may remove the health officer from his position to take effect in not less than ten or more than fifteen days, all ballots being taken by ayes and noes and recorded in the minutes of the meeting. When the verdict rendered is removal from office, it shall be the duty of the county medical society to hold another meeting before the time arrives for the health officer to retire from office, for the purpose of electing a successor, provided that the officer just removed shall not be eligible to succeed himself.

The code should be strengthened by an amendment requiring the State Board of Health to review the proceedings and findings of such trial for ratification, amendment or rejection, as the case may be, to be final and binding upon the county medical society. This would act in the nature of an unbiased court of appeals removed from local influences.

It is further recommended that when a county health officer is removed on the recommendation of the State Board of Health, he be not eligible for employment in a similar capacity in the county from which he was removed.

An all-time health officer is not desirable unless he has had technical training in public health work. The phrase all-time health officer should be changed to that of a county health unit, which would have a minimum personnel of: (1) all-time health officer, (2) public health nurse, (3) a laboratory director, (4) sanitary inspector, (5) milk and meat inspector. The health officer should be a trained man and should train the other members of his force, except the public health nurse and milk inspector, both of whom should be experts.

It is therefore recommended that the code be so amended as to make an all-time health unit obligatory in every county instead of leaving it optional as at present with the county commissioners or board of revenue to provide an all-time health officer only. This all-time health unit to consist of an all-time health officer; a public health nurse; a laboratory assistant; and an inspector. The health officer and the public health nurse to be nominated by the board of censors of the county medical society from a list of persons declared by the state board of medical examiners to be qualified; the election to be ratified by the county medical society, compensation to be based as now upon population, the minimum of population, however, to be lowered and the minimum of salary to be raised, salaries to be preferred claims payable in cash and not in warrants. Otherwise competent scientific applicants would not be attracted to such positions.

It has been urged as one of the faults of the present system that in the selection of an all-time county health officer local factional medical politics are likely to play a part, resulting frequently in the selection of men who are not qualified for the position, thereby defeating the purpose. By requiring applicants to pass an examination demonstrating their competency along public health lines prescribed by the state board of medical examiners as recommended, this very undesirable feature will be eliminated. It is generally recognized that the usual county or small town practitioner and even the average city physician has had no special training in public health work, and unless a competent man is secured, it will not only be a waste of money devoid of results, but in fact a step backward.

The examination of the board of medical examiners of Alabama has the reputation of being one of the most difficult in the United States to pass, and every doctor in the state is proud of that reputation. Why then should the board not be entrusted with the additional duty of examining persons for public health work? When it becomes known that there are openings for competent men at reasonable salaries, the position removed from political factionalism with a reasonable tenure of office, high grade men will apply.

It has been suggested that in the selection of an all-time county health officer it might be well to include some provision whereby the county commissioners or board of revenue would confirm the selection of such an officer or in some way be consulted, on the theory that it is hardly fair to require a board to finance a proposition where it is not consulted as to the personnel, or term, or tenure of the office. It would seem, however, that with the safeguards above noted such a procedure would be really unnecessary.

In no instance has it been found that a part-time health officer had devoted sufficient time to the duties of his office. In a number of instances they have not even given proper attention to the actual complaints brought to their notice, to say nothing of any real constructive work in preventive medicine. On the contrary where there are all-time health units a very marked change for the better is noted. This of course is to be expected where the entire time is devoted to the duties of the office and the enforcement of health ordinances made impersonal.

While the county commissioners of the several counties have for some years possessed the right of appropriating sufficient funds to

employ an all-time health officer, only five counties up to the present year availed themselves of the privilege in the order established, viz: Walker; Tuscaloosa; Elmore; Talladega; Jefferson. Of the five, Walker County was the first rural county in the south to adopt an all-time health officer, following an intensive sanitary campaign several years ago in conjunction with the International Health Board.

During this year several more counties have been added to the list, viz: Madison, Pickens, Choctaw and Lauderdale; and Colbert has ordered the election of an all-time health officer.

TUBERCULOSIS

The 1916 report shows that in the entire state there were 2,898 cases of pulmonary tuberculosis reported with 2,526 deaths, or about 90 per cent mortality of reported cases. The state death rate for that year from tuberculosis was 10.4 per cent. In 1917 there were 3,207 cases and 2,689 deaths reported. From these figures it is clearly evident, first, that the doctors throughout the state have not been reporting all the cases of tuberculosis; second, that very few incipient cases have been reported since all but about 300 in 1916 and 600 in 1917 out of about 3,000 cases each year, died. In the several counties also in nearly every instance, the cases reported almost equal the number of deaths reported.

The difficulty of obtaining accurate statistics of this kind is two-fold: first, in such preventable diseases as tuberculosis, pellagra and hookworm, especially in rural sections, the incipient cases are neither seen nor treated by physicians. As a rule it is only the pronounced cases that come under their observation, which of course accounts for a large number of cases not being reported; and second, there being no adequate penalty attached for failure to report cases nor sufficient inspection to detect failure in reporting such cases, the figures are unreliable. The same is true in a less degree of births and deaths.

The legislature of 1915 authorized the purchase of a tract of land for a state tuberculosis sanatorium. One suitable for the purpose was purchased in Cullman County, but no appropriation being available for the erection or maintenance of buildings, the land is lying idle. An effort will be made to induce the incoming legislature to provide sufficient funds at least to make a start.

The 1915 legislature passed an act to prevent the spread of tuberculosis by the creation of a tuberculosis commission, to provide for its organization and work, and to authorize the erection and maintenance of local hospitals under its supervision; said commission to consist of nine members, of whom the State Health Officer shall be one, ex-officio, four to be physicians. An anti-tuberculosis commission has been created, but although the State Health Officer is by law a member of it, he has not been advised of its personnel. It has made no financial report; it has acquired no property; has no real powers. The Anti-Tuberculosis League has done nothing in the way of co-operating with the Anti-Tuberculosis Commission, nor with the State Board of Health.

As neither the Anti-Tuberculosis Commission nor the board of trustees of the tuberculosis sanitarium has any definite authority and is in fact superfluous, all such work properly being under the State Board of Health, it is recommended that the Anti-Tuberculosis Commission and the trustees of the tuberculosis sanitarium be abolished; that whatever functions may have been conferred upon them be transferred to the State Board of Health; and that the statutes relating to them be repealed.

The county boards of revenue are authorized to establish tuberculosis hospitals and to provide for the payment of sites, buildings and maintenance, either separately or in connection with an adjoining county or counties. It further provides that the superintendent must be a physician, and in counties whose population does not exceed 50,000, the superintendent may also serve as county health officer, provided, however, that if he holds both offices, he shall not engage in the private practice of medicine. Such an arrangement is likely to result in conflict of authority as there is no provision giving the State Board of Health active supervision over the conduct of the affairs of such hospitals, and because of his dual capacity as county health officer elected by the county medical society, and hospital superintendent appointed by the Alabama Tuberculosis Commission.

It is therefore recommended that this law be changed so that such an officer cannot act in a dual capacity, particularly if county health officers be made all-time health officers, as it is practically impossible for a county health officer who attempts to do his duty with frequent absences from home, adequately to supervise any institution.

PELLAGRA

The number of cases of pellagra reported in 1917 was 1,604 with 1,073 deaths. In three years, the cases of this disease reported have more than doubled in number. Whether the increase was due to better observance of the regulations including this as a reportable disease or to ability to make a diagnosis because of the publicity given to the subject in the last few years, or to an actual spread of the disease, it is difficult to say; probably all three were factors.

The increase in the number of cases among children is marked although from the very nature of the case there are few records in the state upon which accurate conclusions can be based. General observation shows that in the cotton mill districts pellagra is quite frequent among the children as well as the adults. The rural districts seem to furnish the greater number of cases, especially in children. Even if the dietetic cause of the disease is not accepted, it is an undisputed fact that the patients, not too far advanced in the disease, when placed on a balanced ration usually improve to a marked degree in uncomplicated cases. Lack of medical inspection in the schools generally throughout the state is responsible for the failure to discover most of these early cases. Pellagra, tuberculosis and hookworm, three of the most prevalent preventable diseases in children, may be said to depend in a large measure upon a deficient diet, not so much as to quantity, as to its unbalanced character.

The school girl should be taught the art of cooking because upon her knowledge and skill will depend the proper care of her future household. This is a genuine health problem.

PUBLIC SCHOOLS AND PUBLIC HEALTH

The county superintendents of education were asked, "How many pupils in your county were absent during the last scholastic year from whooping cough, diphtheria, smallpox, pellagra, malaria, hookworm, tuberculosis?" Chambers, "quite a number;" Chilton, "no record;" Conecuh, "whooping cough 150, smallpox 175, pellagra 7, malaria 8, hookworm 200, tuberculosis 3;" Escambia, "50 per cent; if measles included, 90 per cent;" Etowah, "several hundred;" Lauderdale, "200;" Montgomery, "several;" Pickens, "no record kept;" Washington, "I cannot answer definitely; there was some smallpox in the county and considerable whooping cough;" Mobile, "no data as to the specific causes of absence due to sickness,

but the total days reported for the term are 33,000." No doubt each of the diseases mentioned contributed some days of absence to this number, with probably the largest number for smallpox, measles and whooping cough.

The State Superintendent of Education was asked whether there was any provision for the detection or prevention or treatment of hookworm in the rural schools; reply: "no, except in isolated cases." "Have you any data, or if no data, any impression as to hookworm or malaria, as a causative contributive factor in illiteracy?" Answer, "no information." It is a significant coincidence, however, that in those districts where hookworm and malaria are prevalent, illiteracy is also widespread.

It is recommended that pupils be required before being admitted after absence from school, to furnish a certificate upon a blank form prepared jointly by the State Superintendent of Education and the State Health Officer, showing the number of days absent and the cause, and if because of illness, stating the disease and ailment; the mere statement "sickness" not to be accepted. This will give a basis for exact information to determine whether the cause of absence is economic, physical, or delinquency of either parent or pupil. Too great a loss is being sustained by the state to permit either of these conditions to persist when they can be prevented.

Sanitary Closets.

The county superintendents were asked, "How many of your rural schools have sanitary closets?" Typical replies were: "About one-fourth;" "ten;" "very few;" "none;" The State Department of Education has no data on the subject.

The department states that the boards of education in one or two counties had passed resolutions requiring sanitary closets in rural schools under penalty of closing schools for failure to comply with the order, but no record had been filed with the department. In response to the query: "What do you recommend as to inspection of sanitary conditions in rural school houses with power to clean up condemned schools?" The reply was: "The public school authorities should have authority only to close or condemn schools, except in cases of serious epidemics and where it is necessary to enforce a rigid quarantine. The health authorities should urge the necessity of satisfactory sanitary conditions at all schools."

Sanitary Drinking Water.

To the question, how many of your rural schools have sanitary drinking water, the replies were: Chambers, "several;" Chilton, "thirteen;" Conecuh, "ten;" Escambia, "about 10 per cent;" Etowah, "three-fourths;" Lauderdale, "twenty;" Mobile, "five of the larger schools;" Montgomery, "90 per cent;" Pickens, "25 per cent;" Washington, "about 30 or more than half, the water being usually obtained from a well." No replies from the other counties surveyed. The State Superintendent of Education was asked, "What provisions are made for sanitary drinking water in rural schools?" Answer, "Every teacher in the state is instructed as to the manner of supervising the sanitary conditions of the schools. Emphasis is always placed on the sanitary drinking facilities. However, in many cases these suggestions are not followed, through carelessness and often through lack of financial support necessary to secure suitable water supply."

Such conditions constitute a prolific source of infection from hookworm because of soil pollution due to the lack of sanitary closets; from typhoid fever because of surface drainage into the drinking water; and from flies as germ carriers from fecal exposure.

The State Superintendent of Education was asked, "Should all pupils in secondary schools be required to take the typhoid vaccination?" and replied: "This is perhaps almost altogether a technical question which should be answered by members of the medical profession. I should say, however, that vaccination for typhoid would be of value, especially in rural sections where close attention to sanitation and hygiene are neglected."

In view of the insanitary conditions of rural schools and bearing in mind that a large number of cases of typhoid occur in the rural counties, that several of the secondary schools and state schools have had outbreaks, that pupils at this age are rather susceptible to the disease, that they come from all parts of a county to the county high school, and from all parts of the state to the state schools, thus becoming potential factors in its possible spread, and contrasting all this with the wonderful results obtained by the United States Army in the prevention of the disease, it is recommended that a law be passed making it obligatory for each pupil to be vaccinated against typhoid before he is admitted to a secondary or state school, and to file a certificate to that effect with the principal of the school.

The county superintendents were asked, "Is sanitation or health taught in your schools?" and nearly all answered, "Yes;" Mobile stating, "Physiology and hygiene are taught in all the schools, but sanitation and health are taught orally and only in a limited way."

The State Superintendent of Education says that all schools of the state are required by law to give instruction in physiology and hygiene; but as to whether it is at present satisfactory, he adds that like all laws of this kind where there is no definite means of supervision, there is a lack of uniformity in the matter of compliance with the same; that while there are many schools where the principles of hygiene are observed as well as formally presented, there are many others where the formal principles are taken up in connection with the study of the text books, but every rule and guide for health is violated; that practical sanitation and hygiene should be compulsory; that there is no provision or authority either in the State Department of Education or Department of Health for the carrying on of school hygiene work or education; that in a course of school hygiene should be presented those principles that pertain to the health of the individual and the community, and only such information as to the functions of the organs and their anatomy as is absolutely necessary in order to understand the practical application of the laws of health; that rural teachers and pupils should "police" the schoolhouses and grounds as a practical application of the teaching of rural hygiene in and about the schools as a part of the regular school work.

The county superintendents were asked, "How many teachers have taken a course in rural sanitation?" The answer, "None," came from Chambers, Chilton, and Escambia; "No record," from Etowah, Pickens, and Mobile; Conecuh, "20;" Lauderdale, "2;" Montgomery, "only a few;" Washington, "None that I know, other than such courses as are offered by our normal schools and the school at Montevalle."

Medical Inspection of Schools.

The county health officer is charged with the duty of examining the pupils of the schools at least once annually for the purpose of ascertaining the presence of adenoids, enlarged tonsils, skin diseases, spinal curvature, hookworm disease, etc., that may interfere with

progress in their studies, and whenever any of these diseases or defects are discovered, he must notify the parent of the child affected.

The county health officers were asked, "Have you as county health officer made any examinations of public school children for hookworm or tuberculosis?" The answers: Barbour, "No;" Chambers, "Yes for tuberculosis;" Madison, (all-time health officer) "Yes;" Pickens, "Yes, some;" Washington, "No." No replies from the others.

They were also asked, "Have you in your capacity as county health officer made any regular examinations of public school children, other than for contagious diseases?" The answers: Barbour, "No;" Chambers, "No;" Madison, (all-time health officer) "Yes;" Pickens, (all-time health officer) "Yes;" Tuscaloosa, (all-time health officer) "Yes;" Washington, "No." No other replies.

To the question "Do you regard this as part of your duty as county health officer?" the answers were: Barbour, "No, not with present salary;" Chambers, "No;" Madison, (all-time) "Yes;" Pickens, "Not required, but do it because it is needful for the welfare of the child and the county;" Tuscaloosa, (all-time) "Yes;" Washington, "No, unless remuneration granted."

Birmingham, Montgomery and Mobile have medical inspection in their schools by physicians employed by the schools. In Birmingham it is very elaborate and effective; in Mobile it is efficient as far as it goes, but only one physician is employed for the entire county and his small salary does not justify him in devoting his entire time to the work. In Montgomery it is confined to the city schools only, and has not been altogether satisfactory because too little time is given to it, and it also lacks system.

The county superintendents were also asked whether they had any medical inspection of pupils or teachers in their counties; if so, how often; whether records of results were kept; and what constituted the examination. Barbour answered, "No;" Chilton, "No;" Conecuh, "No;" Escambia, "Have no regular inspection of school children, but the board of education is very much interested and this year made a small beginning. Physicians and dentists were persuaded to go free of charge and make investigations of five or six schools. In five schools examined, a very poor record of health was made. In one of about 100 children, 90 per cent were found affected with some form of disease. In another, 95 per cent were

affected with some form of hookworm, and in another not a single normal child was found, and I believe the doctors and dentists report that only one perfect specimen was found in the five schools examined, out of a total of about 250 pupils. These it seems to me are sufficient facts to wake us up along this line." (At the request of clubs interested in social service work, the writer examined 12 children at random in the public school at Brewton, county seat of this county and a wealthy town, and found 11 of them physically defective, although most of them were children of well-to-do parents.)

Etowah, Lauderdale, Montgomery, Pickens, and Washington all answered "No."; Mobile, "Yes, in all our rural schools. One thorough inspection in all rural schools per term and in the suburban schools and larger centers, two inspections. Special visits are made upon request of the principal or any information expressing the need for a visit from the medical inspector. Records of examinations are kept by the medical inspectors. The examinations are made with the view of detecting contagious or infectious diseases as well as physical defects and weaknesses of the individual pupil. Among the former are included scabies, pediculosis, measles, smallpox, diphtheria. Among the latter, enlarged tonsils, adenoids, weak eyes. The examinations are made by the medical inspector who receives \$100 per month during the school term."

The social service assistant, heretofore mentioned as loaned to the State Department of Health, assisted by local physicians volunteering for the work, presented conclusive evidence, confirming the results of the examinations of the draft boards that rural school medical inspection was a necessity, and should be made compulsory.

The State Superintendent of Education says that no county employs a school medical examiner except Mobile, but that those having all-time health officers have a limited service in the field. "In the small counties the all-time health officers may perform the duties of the school medical examiner, and it matters not where he is, he should keep in close touch with the health and sanitary conditions of the schools, bringing to the attention of the school authorities the needs in this field and using the schools as community centers to get information to the people on health questions. Publicity in all matters of this kind properly directed will be of great assistance to the health officer. If the county is large enough to meet the expense, the health officer should have an assistant who is a public

health nurse. A combination of this kind will make a very effective handling of a health program for any rural county. No definite plan whereby the school is the center for community health activity has been formally adopted by the Department of Education or the State Board of Health, but both have tentative plans to be inaugurated when funds are available."

The trustees of the Roman Catholic parochial schools of the state are in favor of medical inspection of their schools. They now have it to some extent but it is not systematic, nor altogether satisfactory to them nor have they any available records of inspection. They state that it is their purpose to enlarge and perfect the system the coming year. They are in favor of compulsory school inspection but prefer to provide and select their own inspectors, agreeing that the state should prescribe the method and regulations, and that report should be made of such examinations to the proper authorities.

Birmingham. The medical department of the public schools of Birmingham consists of a medical inspector and a corps of trained nurses. Medical inspection in the public schools is under the control of the board of education and constitutes a part of the educational work. A committee of the American Medical Association in its report endorses this plan as the most practical and efficient yet devised.

In the negro public schools, valuable work has been done in the improvement of housing conditions and general sanitation of homes. A graduate nurse is employed to give instruction in the negro Industrial High School in general hygiene, infant nursing and feeding, and nursing in convalescent cases. Last year, two hundred girls of the higher classes were enrolled in this course, and under the direction of their teacher, they got out into the hospitals and into the homes of the people, and in many instances are used by the doctors in cases where trained nurses cannot be obtained.

A home and school visitor is employed through the aid of the Jeanes' Fund. She visits the schools and the homes of the pupils, encourages school attendance, and in co-operation with the trained nurses employed in the medical department and the nurse-training class of the Industrial High School, has accomplished effective work in the improvement of the conditions of the negro homes.

The placing of school medical inspectors entirely under the school authorities may be effective in large cities but in rural communities it is not always practicable, especially where the law now requires the all-time health officer to make the examinations, and as

rural counties cannot afford separate school medical inspection. Many of the insanitary conditions of a community are detected through the absences of children from school, thus showing the intimate correlation between the duties of an all-time health officer and the school. It is therefore recommended that school medical inspection of teachers and pupils be made compulsory for public, private and parochial schools; that such inspection be made by the all-time health officer, except in counties or municipalities where special school medical inspection can be afforded; and that the State Health Officer and the State Superintendent of Education jointly formulate and issue regulations governing such inspection.

Special Schools.

Inquiry as to open-air schools and special schools for the physically or mentally defective, shows the lamentable lack of provision for such children in the state.

Birmingham has one open-air experimental school and had a special school for backward children that was fairly successful. There is not even a hospital for the care of orthopedic cases. The Scottish Rite Masons of Atlanta have such a hospital, and at this time 11 Alabama children are under treatment there.

School Luncheons.

In many city schools warm luncheons are provided at the noon hour to children at a reasonable price, ranging from one cent up. In Birmingham at all of the larger schools, lunches are provided at actual cost, under the direction of a committee of the school improvement association; in the high schools 2,500 five-cent lunches were served each day last year, and an average of 3,000 five-cent lunches per day in the elementary schools.

School Furniture.

In most of the urban and rural schools the furniture is such that the children are in physical discomfort. The State Superintendent says "There is no doubt but that many of the defects of children are accentuated if not produced by unsatisfactory school furniture."

Health and Employment.

The State Superintendent of Education was asked whether he would recommend a health certificate as a prerequisite for the

employment of children and replied, "It seems that it will be eminently proper that every child employed away from his home should have a clean bill of health furnished by competent medical authorities. The employer should be required to present to the inspector health certificates secured from the public health authorities for all children employed by him." Because of the numerous exceptions in the child labor and compulsory school attendance laws, there are many loopholes for evasion, especially in the ease with which a child or his parents can claim sickness as a cause of absence from school. The State Superintendent of Education thinks that "undoubtedly there should be a better co-ordination of the laws pertaining to and governing the relationship of children to society. The compulsory attendance law and the child labor law should be made to harmonize and thus avoid apparent discrepancies that so often exist when these laws are fostered and advocated by different groups of society unacquainted with the ideals and aims of the other. This question touches very clearly the health problem of medical school inspection, school absences due to sickness, and health certificates for employed children, also the laws relating to vaccination and quarantine."

School Nurse.

County superintendents of education were asked, "Have you a school nurse, if so what compensation does she receive?" Chambers, Chilton, Conecuh, Escambia, Etowah, Lauderdale, Montgomery, Pickens and Washington all answer "No." Tuscaloosa has one for the city of Tuscaloosa; Mobile has two for the county, one of whom is a social welfare worker and one for the city schools. No answer from the other counties. The cities of Birmingham, Montgomery and Tuscaloosa also have school nurses.

To the question, should the qualifications of such school nurse be prescribed by the Department of Health, the Department of Education replies that the Department of Health should pass upon the technical training of such a nurse, but the character of service rendered makes it necessary that the public health nurse be trained in social service. These qualifications should be passed upon by persons whose interests and activities make them capable of evaluating the fitness of applicants for social service activities."

As to what should constitute the duties of a public health school nurse from a school standpoint the State Superintendent replied,

"The public health school nurse should visit the schools as often as possible to keep in touch with the absentees from school, ascertain any cause and if due to illness, see that proper treatment is provided and sanitary regulations obeyed. This nurse should be a trained dietitian and through the social service activities be able to render assistance to mothers, providing suitable food, not only for those who are ill, but for all members of the family."

Public Health Nurse.

The present law, while a general one in theory, is a local one in effect since it is applicable at the present time to Mobile county only. Act 390, Statutes 1915 reads as follows:

Section 1. That the Court of County Commissioners or any similar court by whatever name, with like jurisdiction, of any county, which has a population of more than 75,000 people and less than 82,000 people, according to the last or any subsequent census, is hereby authorized and empowered to employ a trained nurse for the purpose of visiting and caring for the citizens of said county, who are afflicted with any infectious or contagious disease and to pay such nurse a salary of not more than \$100.00 out of the general funds of said county.

Section 2. That any nurse employed under the provisions of section 1 of this act shall be under the supervision and control of the county board of health of said county.

This should be amended by striking out that portion beginning at line 3 which reads: "which has a population of more than 75,000 and less than 82,000 people, according to the last or any subsequent census," thus making it applicable to any county in the state, no matter what its population. At present Mobile county is the only county in the state employing such a public health nurse. As a matter of fact, the history of this piece of legislation is, that it was enacted at the instance of the Mobile section of the Anti-Tuberculosis League, having for its object the employment by the county of a visiting tuberculosis nurse. Such a nurse was employed for several years and did reasonably good work in spite of the indifferent support she received from the public in general. A few enthusiastic members of the league by arduous work managed in the face of considerable opposition to obtain some fairly good results. Active work, however, on account of many discouragements, after a time ceased. The nurse resigned, and the position was not filled until November 1917, when at the request of the public school authorities, a graduate trained nurse was appointed to look after the de-

linquent and defective school children in the county. This nurse is a competent one for the particular work she is now doing, but does not claim to be a public health nurse, as that term is usually understood, nor is she doing real public health nurse work in its larger aspects.

Tuscaloosa and Escambia counties expressed a desire to employ public health nurses but were stopped by the restriction of the law as above noted. In the city of Tuscaloosa a school nurse is employed, receiving \$50.00 a month during the school term, and is paid out of the school funds, but a good portion of her work is lost because she is not employed by the year for "follow-up" work.

The public schools of the city of Mobile employ a nurse as well as a physician, but for the school term only. The Mobile county schools in addition to the public health nurse as previously noted have a social service worker employed by the year, who serves in the dual capacity of truancy officer for the county and social welfare worker, and also handles some medical cases. All of these Mobile workers are doing efficient service. In those instances where there is part-time employment their term should be extended to cover the entire year. In some of the counties, especially Escambia County, the school authorities were favorable to the employment of a school nurse and had the money to engage one, but were unwilling for her to be under the jurisdiction of the county health authorities. They were also of the opinion that under the present law, no school funds could be expended for such a nurse unless she held a teacher's certificate.

The all-time health officer should have authority to appoint the laboratory assistant and the inspector or inspectors for the reason that better results can be obtained when the executive officer has the power of selecting and dismissing subordinates, since it is self-evident that a proper *esprit de corps* cannot be obtained where there is divided authority, but this should not apply as to the public health nurse.

It is recommended: 1. That a public health nurse be included in each health unit in every county.

2. That she be required to pass an examination prescribed jointly by the State Department of Health and the State Department of Education, and that nurses be elected by county medical societies only from a list furnished by the State Board of Health in a similar manner as recommended in the case of all-time health officers.

3. That where counties can not or will not furnish the funds for such nurse, the county boards of education be authorized to

employ such nurse and that a special teacher's certificate be granted in order to comply with the law which permits funds to be paid only to those holding teachers' certificates; this will obviate any legal complications.

4. That the law relative to requirements for teachers' certificates be so amended as to give special certificates to persons performing special service in school work, or that the State Superintendent of Education be empowered to accept the certificate of a public health nurse from the state board of medical examiners as the equivalent of a first grade teacher's certificate limited to the special field, and that such public health nurse act as supervisor for the teaching and practice of hygiene in the public schools of the county.

Cotton Mill Nurses.

About 20 of the cotton mills employ nurses but more than 50 do not. It is believed that with the state furnishing public health nurses to guide the way, most of these mills will fall into line. At any rate the State Board of Health will be in a position to detect and remedy many glaring sanitary evils now existing.

Activities of Corporations.

Attention has several times been called to the work outside agencies are performing in assisting the public health work of the state. Corporations have begun to recognize that the health of their employees is an asset and that it is to their financial interest to expend large sums of money in preventive medicine for the benefit of their employees. Two of the largest of the corporations will be taken to illustrate what is being done.

Perhaps the greatest so far as health work is concerned is the Tennessee Coal & Iron Co. with its subsidiary plants in and near Birmingham, and the Chickasaw Shipbuilding Plant at Mobile, involving a population of 50,000.

The state appropriates \$26,200 for the work of the State Board of Health while this private corporation expends nearly double that amount each year for the betterment of the health conditions at its several plants.

In reply to a series of questions, some of the points emphasized by the company are:

"All children in the company schools are given a physical examination as soon as possible after the opening of the school. This

is usually done within the first two weeks. Whenever a child is ill or absent from school, he cannot be readmitted without a certificate from the doctor. Physical examination is just as necessary in primary grades as in the higher grades. Primarily, the examination is made to detect cases of communicable diseases among the children, although the utmost importance is attached to the discovery of defects of all kinds, the remedying of which will increase the efficiency of the child.

"Teachers take the initiative in detecting cases in the school which are referred to the nurse or doctor. As to follow-up work, the teachers call and find out why the children have been absent. If a child has been ill or there is illness in the family, it can only be readmitted to school by a doctor's certificate.

"The following records are kept for the school and school nurse. We have a baby clinic so that the health of the children is taken care of from infancy up through school age and if then employed by the Tennessee Company, their health is still looked after. The records for the school physicians are kept by the principal of the school and the instructors, and for the baby clinic by the directors. In fact, the doctor, nurse, directors, principals and instructors all work in co-operation regarding the health of the children.

"Compulsory vaccination against smallpox is not possible under the present state laws, but it is hoped that such a law will be passed in the near future. If smallpox is ever to be definitely stamped out of the state, this is absolutely necessary and such a result can never be obtained in any other way.

"Existing laws relative to quarantine and isolation are far from satisfactory, being entirely too elastic in most instances. In our own schools we have been usually able to carry out regulations much more rigid than those provided by law."

This company has expended many thousands of dollars to place their properties in good sanitary condition. To this end they have laid many miles of water-mains and sanitary sewers with the most modern appliances for sewage disposal. They have been to great pains to obtain a pure water supply, and in their engineering department they have followed very closely the excellent methods of the sanitary department of the Government at Panama. They also have an extensive and modernly equipped laboratory where all bacteriological and chemical tests are employed, not only in making examinations of the water supply, but for all clinical purposes.

"All necessary dental work on the school children is performed by salaried dentists employed by the company. The dentists held a clinic at each school every year at which time all of the children's teeth are put in good repair. Every morning we have a tooth brush drill, and each child is obliged to brush his teeth.

"As to policing the grounds as a means of teaching hygiene, if the children in the schools are taught hygiene, and thoroughly made to understand that it is quite necessary to keep the school grounds clean, and in good condition, it becomes a matter of habit with them to co-operate with the instructors in keeping the grounds in ship shape, and therefore it is not necessary to police the grounds.

"All new employees of the company undergo a physical examination before they are put out to work. Any man who loses as much as two weeks from work for any cause is physically examined again before he is allowed to return to work. All the employees working in the commissaries, in the meat markets and groceries and at the quick lunch counters, undergo a physical examination every few months.

"The Tennessee Company has a regular department of health with a large corps of physicians and sanitarians employed by the year to conduct the health work at the various plants, and several large hospitals fully equipped with every modern appliance of medical science to care for the sick and injured. A sanitary survey of their properties is made at regular intervals and modern sanitary conditions are the result."

The American Cast Iron Pipe Company of Birmingham maintains a model community. At the plant there is a medical dispensary equipped with an emergency operating room, a dental department, two nurses, white and negro, on duty all day, two physicians and one dentist who devote all of their time to work among the employees, and with a surgeon on call. For this service a charge is made to employees of \$1 per month for married men and 50 cents for single men.

In addition to the work of the medical dispensary, they maintain a domestic science building in the negro village and have a teacher, who has equipped and lives in a modern home in the community, with furnishings of moderate value within reach of the negro employees—this to teach economy and judgment in the purchasing of household furnishings. This teacher has classes in cooking and housekeeping daily at the domestic science building, and also gives lessons in canning and makes demonstrations during the canning season.

Also a visiting nurse teaches mothers how to prepare food, especially for sick children, and calls at the homes of practically all employees and families periodically whether there is sickness or not.

The employees seem, as a rule, to appreciate the interest in them and the service that is being rendered through these various departments. At the beginning the white nurse visited the homes of the white employees and found in some few cases that resentment was shown to visits when there was no sickness; therefore the visiting of the nurse among the white employees has been discontinued. There has never been any resentment shown on the part of the negro employees to the visiting nurse or any of the welfare work; on the other hand, they seem to appreciate what is being done.

SUMMARY OF RECOMMENDATIONS

1. Increase in the Scope of the Work of the State Board of Health.

That the legislature increase the appropriation. That several sanitary engineers and inspectors be provided for. That act 530 of the 1915 legislature be transferred to and incorporated in paragraph 4 of section 702, thereby avoiding duplication of work and of authority; that the state prison inspection act 303, 1915, be so amended that a clear correlation of the duties and activities of the office be afforded; and that the State Board of Health have administrative authority over said office to avoid duplication of administration and possible clash of authority. That branches of the Pasteur Institute for the administration of anti-rabic virus be established at Birmingham and Mobile to lessen the expense and facilitate the treatment of patients. That the anti-Tuberculosis Commission and the trustees of the Tuberculosis Sanatorium be abolished and whatever functions may have been intended to be conferred upon them be transferred to the State Board of Health, and the statutes relative thereto be repealed. That section 10 of act 610 of the medical laws be amended so that the county health officer cannot act in a dual capacity as such officer and physician in charge of the county tuberculosis hospital.

2. School Health Regulations.

That the State Health Officer and State Superintendent of Education jointly formulate and issue a series of regulations for the

guidance of county health officers and school teachers, including the following points: naming the several communicable diseases affecting school attendance; defining isolation and quarantine; giving the period of required absence of children suffering from such diseases; governing the return of such pupils to school; requiring the furnishing of a physician's certificate before returning to school. That pupils be required, before being admitted to school after an absence, to furnish a certificate upon a form prepared jointly by the State Health Officer and the State Superintendent of Education, showing the number of days absent and the cause and if due to illness, stating the disease or ailment—the mere statement "illness," not to be accepted. That a law be passed making it obligatory for each pupil to be inoculated against typhoid fever before he is admitted to a secondary or state school, and to file certificate to that effect with the principal of the school. That school medical inspection of teachers and pupils be made compulsory for public, private and parochial schools; that such inspections be made by the all-time health officers except in such counties and municipalities where special school medical inspection in the public schools can be afforded; that the State Health Officer and State Superintendent of Education jointly formulate and issue regulations governing such inspections.

3. A Full Time Health Unit for Every County.

That sub-division 2 of section 706 be so amended as to make an all-time health unit obligatory in every county instead of making it optional as at present with the county commissioners or board of revenue to provide only an all-time health officer. That the State Board of Health be required to review the proceedings and findings of trial of county health officer for ratification, amendment or rejection, as the case may be, as final action which shall be binding upon the county medical society, and that whenever a county health officer is removed from office upon the recommendation of the State Board of Health, he be ineligible for further employment in a similar capacity in the county where he was removed from office. That act 390, statutes of 1915, be amended by striking out that portion beginning at line 3 which reads "which has a population of more than 75,000 and less than 82,000 people according to the last or any subsequent census," thus making it applicable to any county in the state regardless of population. That a public health nurse

be included in each health unit in every county; that she be required to pass an examination prescribed jointly by the State Health Officer and the State Superintendent of Education, and that nurses be elected by county medical societies only from a list furnished by the State Board of Health in a manner similar to that recommended in the case of all-time health officers; that where counties cannot or will not furnish funds for such nurse the county boards of education be authorized to employ such nurse and that a special teacher's certificate be granted her in order to comply with the law permitting the payment of funds only to those holding teacher's certificates; and that the law relative to requirements for teacher's certificates be so amended as to give special certificates to persons performing special service in school work, or that the State Superintendent of Education be empowered to accept the certificate of a public health nurse from the state board of medical examiners as the equivalent of a first-grade teacher's certificate limited to the special field and that such public health nurse act as supervisor of the teaching and practice of hygiene in the public schools of the county.

4. Vital Statistics.

That steps be taken by the next legislature to place Alabama in the federal registration of vital statistics area under what is known as the model law.

5. Examination of Midwives.

That midwives in Alabama be examined and certificates issued to them, and heavy penalties be imposed for failure to report any cases.

6. Abatement of Nuisances.

That the regulations for the abatement of nuisances, section 718, be so amended as to give the county medical society power to declare a nuisance to exist and to abate the same, with the right of appeal on the part of the owner to the State Board of Health, the decision of the state board to be final and binding. In the event of the owner or agent failing within a given period to comply with the orders of the State Board of Health that the state board be empowered to have said nuisance abated, the cost to be taxed upon the property, and that the State Board of Health be empowered to sell the property at public sale to satisfy such claim.

EDUCATION

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THE PUBLIC SCHOOL SYSTEM

A study of the educational situation in Alabama shows that the public school system is not well organized. While there are sufficient, perhaps too many, schools of the usual types—elementary, secondary, higher and special—they are not well articulated and co-ordinated. The sphere of each institution or each type has not yet been clearly defined and as a result there is much overlapping of work and confusion of aims. The reason for this anomalous condition is found in the fact that the public schools and higher institutions have developed in an empirical way. As rapidly as the need for an educational institution of a certain type has become manifest the legislature has established the institution and provided for its control and support with little regard to its relation to other schools already in existence.

As matters now stand Alabama has in good working order practically all of the parts of a good school system but these parts must be welded into a harmonious whole before the highest results can be secured. To accomplish this a State Board of Education or an Educational Commission with plenary powers will probably be necessary.

COMPONENT PARTS OF SCHOOL SYSTEM

University of Alabama.—The University of Alabama, the “capstone of the public school system,” was established in 1831 and is located at Tuscaloosa. It was the first part of the system to be definitely organized, but on account of a complete lack of organic connection with the common schools its development was delayed for many years. Only recently has it begun to approximate its true function as head of the school system.

*This paper was prepared with the assistance of Messrs. J. B. Hobdy and J. L. Sibley, state rural school agents.

The organizations for the administration of the University are classified as the college of arts and sciences, the college of engineering, the school of education, the school of law, the summer school, and the school of medicine which is located at Mobile. The enrollment in 1916-17 was as follows: college of arts and sciences 606, college of engineering 110, school of education 266, school of law 127, summer school 790, and school of medicine 43, making a grand total, less duplicates, of 1,728 students.

For the maintenance of all departments, not including the school of medicine at Mobile, the University receives annually from the state \$30,000, in addition to the constitutional settlement of the old state debt which amounts to \$36,000, and the amount of \$26,634 which it receives from productive funds. This is probably the smallest appropriation made by any state for the support of its university. The tremendous possibilities of the institution for rendering high service as head of the school system are sadly limited by want of necessary funds, which the legislature should at once provide.

Alabama Polytechnic Institute.—This institution, first known as the Agricultural and Mechanical College, is located at Auburn and was established in 1872. "The leading object of the Institute, in conformity with the Act of Congress and the Acts of the State Legislature, is to teach the principles and applications of science."

The organization embraces a college of engineering, mines, and architecture, a college of veterinary medicine and surgery and an academic college. In 1916-17 the enrollment was as follows: academic college 676, engineering and mines 525, agricultural sciences 497, veterinary medicine and surgery 178, summer session 548, giving a total, less duplicates, of 1,478. In addition there were enrolled in two weeks summer courses in agriculture 734 farmers, and in the school of practical agriculture (boys' corn clubs) 125 boys.

For maintenance of the departments named above the Institute in 1916-17 received, exclusive of students' fees and certain amounts from other sources, \$53,510 from the state, \$21,440 from productive funds, and \$27,900 from the federal government. Like the University of Alabama, the Institute is inadequately supported and needs more money for expansion.

Alabama Girls' Technical Institute.—This school was authorized by the legislature in 1893 and is located at Montevallo, which is usually described as "the geographical center of the state." Its

purpose is "to give instruction in the liberal arts and sciences and in the industrial subjects." In addition to the usual academic departments the organization includes departments of "art, drawing, painting and designing; vocal music; instrumental music; book-keeping, stenography, typewriting and telegraphy; domestic art, sewing, millinery and dressmaking; domestic economy, cooking, and chemistry of foods; dairying; physical culture, and manual training." Recently plans were perfected to make the Institute a college of standard grade.

In 1916-17 there were 1,108 students enrolled in all departments, including the training school which is under the direction of the college.

Exclusive of students' fees, the Institute receives annually for its support \$36,000 from the state and \$18,238 from productive funds.

Class A Normal Schools.—These schools are located at Florence, Troy, Jacksonville and Livingston. The school at Florence, the oldest, was established in 1873. Each school has passed through the fiery furnace of popular criticism and each has had its own peculiar trials. All have literally fought their way to recognition and by merit alone have won for themselves a place in the system.

Their purpose as recently stated by their common board of trustees is "to prepare teachers for the elementary and rural schools of the State." Under present regulations only those preparing to teach can be enrolled.

The number of students in 1916-17 was as follows: Florence 647, Troy 437, Jacksonville 416, Livingston 340, making a grand total of 1,840 students.

Each institution receives from the state \$20,000 per year for maintenance.

Class B Normal Schools.—Two in number, these schools were created by the legislature only a few years ago. One is located at Daphne and the other at Moundville. Circumscribed in their activities by lack of funds and other causes they have not yet won the recognition accorded the class A schools. At present their patronage is largely local.

In 1916-17 the total enrollment including the training school was 125 at Daphne and 174 at Moundville.

The State contributes \$5,000 annually to each school.

District Agricultural Schools.—There are nine of these schools, one being located in each congressional district except the tenth. The first was established by the legislature at Abbeville in 1888 in response to a feeling that the farmer boy should be given an opportunity of securing a practical education along agricultural lines. In spite, however, of the good intentions of the founders, these schools remained for many years agricultural only in name. Even now it can hardly be said that they are fulfilling their original purpose.

It is generally conceded that the agricultural schools have been the least successful of the state's educational ventures. They are now being converted into schools for teaching vocational agriculture under the terms of the Smith-Hughes Act.

The aggregate enrollment in the nine schools in 1916-17 was 635 students in the high school classes and 224 students in the preparatory classes.

The nine institutions receive from the state an annual appropriation of \$40,500, which is divided equally among them.

County High Schools.—The passage of the county high school law in 1907 made possible the supplying of the "missing links" in Alabama's educational system. Under the terms of the law high schools have already been established in 57 of the 67 counties. In each county the community in which the school is located generally furnishes the buildings, grounds, and equipment while the state contributes a fixed sum for support. Approximately \$1,000,000 has thus far been expended for buildings alone.

The course of study, which by law must be of "secondary grade," covers four years, and is fairly flexible. The number of teachers employed and the variety of courses offered depend in each school upon the extent to which the county and local authorities are able and willing to supplement the state appropriation for support.

Unfortunately the State High School Commission has been forced by local conditions in some counties to allow the seventh grade to be taught in the county high school building. The necessity for this action is to be deplored as it tends to dislocate the county school system as well as to lower the standard of high school work.

In his annual report for 1917, State Superintendent of Education Feagin says: "In order to guarantee that the county high

schools shall do their best work they need to be supervised and standardized. This is necessary not only to guarantee a proper interpretation and adoption of the course of study, but at the same time to keep them within the particular sphere of work for which they were created. There are still a number of these schools which place numbers above admission qualifications and admit pupils who should be retained in the elementary grades. So long as the high schools continue such a practice just so long will some teachers of elementary grades continue to send poorly prepared pupils to the high schools. With the elementary schools faithfully completing their own field of work, the high schools limiting themselves definitely to theirs, the colleges holding rigidly to theirs, we can have a satisfactory system and in no other way can we have it. This failure to define its sphere and adhere absolutely to it, accounts for the fact that the rather low standard of the county high school curriculum seems to be a necessity at this time."

Taken as a whole these schools are rendering fine service in the cause of education and are fulfilling to an admirable degree the purpose for which they were created.

The total enrollment in the 57 schools, exclusive of the seventh grades, was 6,485 during the 1916-17 session. Each school receives annually from the state \$3,000.

City Schools.—Public schools in cities, and in towns of more than 2,000 inhabitants, are graded and the course of study is generally from 10 to 11 years in length. In a majority of the towns and in all the cities a separate building, usually modern in construction and well equipped, has been erected, and is used wholly for high school purposes.

The city schools derive their revenue from their pro-rata share of the general state appropriation to the various counties, from city appropriations, from local taxation, and in some instances from matriculation and tuition fees.

Each city school system is a distinct entity within itself and has only an indirect connection with the county and state systems.

County Schools.—The county school system embraces the rural schools and the schools in towns of 2,000 or fewer inhabitants. The capstone of the system is the county high school, which theoretically at least, is the "finishing" school for the graduate of the elementary and rural schools of the county.

Money for the support of county schools is derived from the state appropriation, from local taxation, and occasionally from fees and supplements.

Northeast Alabama Agricultural and Industrial Institute.—The legislature established this school by special act in 1911. It is located at Lineville, Clay County. According to the terms of the act, instruction must be given in "the elements of agriculture, including instruction concerning the soil, plant life and the animal life of the farm. The course of study shall also include the teaching of manual training, domestic economy and a system of keeping farm accounts and such other kindred subjects as may be prescribed." The institution is co-educational.

In 1916-17 there were 103 pupils enrolled in the high school department and 211 in the elementary grades. The institution serves as the public school for the town of Lineville and vicinity.

The state appropriation is \$3,000 annually.

State Normal School for Negroes.—This school was established as the Lincoln Normal University at Marion, Alabama, by the legislature in 1873. It was moved to Montgomery in 1889. The late W. B. Patterson, a white man, was president of the school for 40 years.

The school receives \$16,000 from the state.

Agricultural and Mechanical College for Negroes.—The legislature established this school at Normal, near Huntsville, in 1875. It receives the federal land-grant appropriation for agricultural and mechanical education for negroes. This appropriation amounts to \$22,500 annually. It receives also \$4,000 from the state.

Tuskegee Institute.—This institution, founded by Booker Washington in 1881, is located at Tuskegee. Its purpose is to give industrial training to young colored people as well as to train teachers for colored schools. It is supported chiefly by private benefaction, though the state appropriates \$4,500 for the teacher training department. The institution is quasi-public and the state has representatives on the board of trustees.

Other Schools.—As a part of the general public school system, but having only an indirect connection with it, should be included the School for the Deaf and Blind at Talladega, the Alabama Industrial School at East Lake, the Mercy Home and Industrial School at Birmingham, and the Alabama Reform School for Juvenile Negro

Law Breakers at Mt. Meigs. In addition to these are many private and denominational schools, all of which are required by law to submit annual reports to the State Superintendent of Education.

ADMINISTRATION

Boards of Trustees.—The University of Alabama, the Alabama Polytechnic Institute, the Alabama Technical Institute, the class A and class B normal schools, the district agricultural schools, the county high schools, the Northeast Alabama Agricultural and Industrial Institute, the A. and M. College for Negroes, the Montgomery Normal School for Negroes, Tuskegee Institute, as well as the School for the Deaf and Blind, the Alabama Industrial School for Boys, the Mercy Home and Industrial School for Girls, and the Alabama Reform School for Juvenile Negro Law Breakers, are all administered by separate boards of control whose only connection with each other is through the *ex-officio* members—the governor, the State Superintendent of Education, and occasionally some other state official.

This *atomistic* method of administration has little to commend it. Each of the many governing bodies tends to think only of the needs of the particular institution or institutions under its care. As a result, since the function and purpose of the different institutions have never been clearly defined, there is much needless waste and duplication of effort throughout the entire system.

City Boards of Education.—The public schools in cities and in towns of over 2,000 inhabitants are administered through city boards of education whose members are generally appointed by the governing bodies of the municipalities. The city board of education elects a superintendent, usually a man well qualified for his work, and holds him responsible for the management and direction of the city schools. He selects his teachers, organizes the course of study, chooses the supervisors, and devises plans to meet the developing educational needs of the city.

As a general rule the city school systems in Alabama are well administered and compare favorably in efficiency with those in other states.

County Boards of Education.—Under the terms of the county board of education act of 1915 the county schools, except in towns

of more than 2,000 inhabitants, are placed under the direction of the county board of education, whose members are elected by the direct vote of the people. The chief benefits derived from this new method of administration may be summarized as follows:

1. Effective administration of the schools by a capable board of five members elected at large by the county, having large powers and responsible to all the people of the county.
2. Supervision of all the schools of a county by a professionally trained county superintendent of education chosen by and responsible to the county board of education.
3. Consolidation of small rural schools into graded central schools, with the attendant advantage of classified work, better school houses and equipment, better teachers, and social center activities.
4. Transportation of pupils where necessary, making it possible for children in remote places to attend school without physical discomfort and danger.

These results however follow only when the county board of education is composed of broad-visioned, liberal minded men and women who have the educational interests of the county at heart. Fortunately the people generally are beginning to realize this fact and in many counties already the personnel of the county board is of high type.

SUPERVISION

State Supervision.—The general supervision of the public schools has been entrusted by legislative enactment to the State Superintendent of Education. This official, who may or may not be a teacher, is elected by popular vote for a term of four years and is prevented from succeeding himself by a provision in the State Constitution. A State Board of Examiners consisting of the State Superintendent of Education and two members appointed by him and a teacher training force consisting of a director and four white and two negro assistants are attached to and are a part of the office of the State Superintendent of Education. He is allowed by law an office force consisting of a chief clerk, two bookkeepers, and a stenographer. With this small force he is expected to keep in smoothly running condition the educational machinery of the state which extends into 67 counties and involves the expenditure of millions of dollars. In addition to his other duties he is required by law to visit

as often as possible every county in the state, to make educational addresses, and to serve as an *ex-officio* member of many school and college boards of trustees.

Recognizing the pressing need of additional help in the work of supervision and in waging educational campaigns throughout the state, the University of Alabama and the Alabama Polytechnic Institute have each for the past ten years contributed to the State Department of Education a highly trained man whose sole duty has been to stimulate and encourage the growth of secondary schools. With funds supplied by the General Education Board of New York two rural school agents have also been employed to assist in the work of supervision and general educational propaganda. The tremendous educational awakening now taking place in Alabama is largely due to the effective service rendered by these men under the able leadership of former State Superintendent William F. Feagin and the incumbent Spright Dowell.

Should these outside agencies withdraw their help public school interests would undoubtedly suffer grievously. In view of the fact that this aid will probably be withdrawn at some time in the future it is clearly evident that steps should soon be taken by the legislature to provide the State Superintendent with an adequate corps of supervisors at public expense.

Since the State Superintendent of Education can not succeed himself in office and since he is not required by law to be a professionally trained teacher, or even a teacher, Alabama can never have a consistent public school program until the present method of choosing the superintendent is abolished. Fitness for the office rather than political consideration should determine the choice of a man for the position. And a good man when once chosen should remain in office, not for four years, but during the time he renders efficient service.

County Supervision.—The supervision of the county schools devolves upon the county superintendent. Under the new law he is elected by the county board of education and is chosen with particular reference to his fitness for the position. No definite limit is placed to his term of office nor to the amount of salary he may receive. The duties of his position are clearly set forth by law and none but a professionally trained teacher can perform them satisfactorily.

Under present conditions there is nothing to prevent the county board of education from electing well trained superintendents and then providing them with competent assistants. Already a number of county boards are appreciating to the fullest their responsibilities and are electing strong men to supervise the schools of their counties. Time will soon prove the worth of the new method of developing and supervising county schools. To revert to the old plan would be a serious backward step.

SOURCE OF REVENUE

For the maintenance of the public school system, exclusive of the colleges, secondary schools and special schools, the following sums of money are appropriated for each scholastic year:

1. The annual interest at 6 per cent on all sums of money which have heretofore been or which may hereafter be received by the state as the proceeds of sales of lands granted or entrusted by the United States to the state, or to the several townships thereof, the valueless sixteenth section fund, and the school indemnity fund for school purposes.
2. The annual interest at 4 per cent on that part of the surplus revenue of the United States deposited with the state under the Act of Congress approved June 23, 1836.
3. All annual rents, incomes and profits or interest arising from the proceeds of sales of all such land as may hereafter be given by the United States, or by this state, or by individuals, for the support of the public schools of the state.
4. All such sums as may accrue to the state as escheats, the same to be applied to the support of the public schools during the scholastic year next ensuing the receipt in the state treasury.
5. The net amount of poll tax that may be collected in the state; poll tax collected in every county to be retained therein for the support of the public schools thereof.
6. Licenses which are by law required to be paid into the school fund of any county to be promptly paid by the judge of probate or other person collecting the same to the county superintendent of education, and to be expended for the benefit of the public schools of each county.
7. A further sum of \$350,000 annually for every scholastic year, provided however, that there is hereby appropriated the additional sum of \$100,000 annually, if in the judgment of the governor of Alabama the financial condition of the state treasury will permit of such additional appropriation.

The total sum from the above sources, except the poll tax, for the year 1916-17, amounted to \$2,232,865.87. The approximate amount of poll tax collected and expended was \$150,000.

The general education fund is allotted to the several counties on a per capita basis, the per capita amount last year being \$2.86. This constitutes a public school fund, and is the only fund available unless county or district taxes are voted, or fees, supplements and tuition are collected.

Boards of aldermen and town councils make appropriations from the general town or city funds to supplement the state funds. In addition, fees are often charged and in many instances supplements are raised. The state constitution of 1901 authorized any county to levy a one-mill tax for public education. Many counties availed themselves of this. The only other means of procuring school funds in rural districts prior to the adoption of the local tax amendment of the state constitution was subscriptions, supplements, or fees. These objectionable methods are now being eliminated through the levying of county and district taxes.

Although the local tax levy was being collected and expended in 27 counties during the 1916-17 session, fees and supplements amounting to \$320,902 were collected and expended on schools outside of incorporated cities and towns. The amount of funds appropriated from city and town treasuries and collected in fees and supplements from pupils was \$694,709.

Since the ratification of the educational amendment, November 7, 1916, more than 50 counties have voted a three-mill school tax, resulting in the addition of approximately \$1,500,000 to the public school fund. As counties vote school tax levies the collection of fees and supplements will become unnecessary, and the county school systems will be placed upon a permanent basis.

The trend of events in the past few years shows that the people of Alabama are rapidly realizing that county and district taxation constitutes the main source of support for their local schools.

LENGTH OF SCHOOL TERMS

School terms in the several counties of the state and in many districts of the same county vary in length. The variation is chiefly due to the amount of local funds raised by county and district taxa-

tion and is influenced in no small degree by the white population of the counties. The counties levying and collecting a county school tax are able to maintain longer terms than those without the revenue derived from such a tax. The districts in a county levying and collecting a county tax are enabled still further to lengthen their terms by a district tax.

In 1916-17 the length of terms in days for rural schools in several typical counties was as follows: Colbert 98, Franklin 75, Geneva 92, Etowah 90, Walker 97. During 1917-18 a local tax of three mills was collected and as a result the length of terms for rural schools in these counties for the present year is: Colbert 140, Franklin 120, Geneva 120, Etowah 140, Walker 140, an increase in these counties ranging from 28 days to 45 days over the preceding year when no local tax funds were available.

The Black Belt counties of south central Alabama maintain the longest terms of free schools, while the mountain counties of north Alabama and the counties of east and south Alabama have the shortest terms. Proof of this statement is borne out by an investigation of the length of terms in four typical counties of the Black Belt as compared with four typical counties where the white population predominates. During 1916-17 when no school tax was levied the length of terms in days in the typical Black Belt counties was: Perry 136; Montgomery 158; Bullock 152; Lowndes 140. At the same time and under the same conditions the length of terms in days in the typical "white" counties was: Colbert 98, Franklin 75; Geneva 75; Randolph 80.

The length of school terms for the cities and incorporated towns of the state is from 160 to 180 days. The average for such schools, taking the state as a whole, is 176 days. The length of the rural school terms ranges from 80 to 180 days, the average being 138.

The rapid awakening of the people to the importance of education and the power recently given to them to raise money for school purposes by county and district taxation are tending to make the school terms of uniform length in all sections of the state.

SCHOOL GROUNDS

In Towns and Cities.—School grounds including building sites range in area from space just large enough for a building site to as

much as four acres in some incorporations. Grounds limited to building sites are found in a few instances in each of our cities of the first class.

The tendency at the present time in all cities and towns is to locate buildings on larger tracts of land, although the doing of this occasionally necessitates the choice of a site away from the center of school population.

In Rural Districts.—The area of ground for building sites in districts other than those inclosed in incorporated territory is from one to five acres. There are a number of instances in several counties where five or more acres have been deeded to the state for school purposes.

There is now a decided tendency on the part of county boards of education to accept only tracts which are as a whole suitable for school purposes.

The rural school house law enacted in 1915, authorizing state aid to school districts for the construction, repair, and equipment of modern buildings, provides that aid shall not be approved for any district unless the building is located or is to be located on at least two acres of ground. The law further provides that buildings of more than two class rooms shall receive aid only on condition that title in fee simple forever to at least five acres of land is made to the state.

The average area of the school grounds of the state is now 1.5 acres.

The present day movement to relate school work to practical life in an intimate way makes the need for larger tracts of land imperative. The time will soon come when not five acres, but ten, fifteen or twenty acres will be necessary to satisfy the requirements of the more progressive schools.

BUILDINGS, EQUIPMENT, AND SANITATION

In Cities and Towns.—School buildings in the cities and in most of the larger towns of Alabama are creditable structures, modern in construction, and well equipped. Practically all of them were planned by competent architects and show that they were constructed with a view to proper heating, ventilation and lighting. There are of course a few new buildings in incorporated towns

constructed according to "everybody's plan," but these, however, have proven to be such splendid examples of misconstruction that they are serving the good purpose of creating sentiment for better types.

In Rural Districts.—Until the recent past every kind of building has served as an Alabama schoolhouse, though some counties have been more careful than others of the physical and heating conditions of their schools. Old cabins, tenant houses, antiquated residences, abandoned store houses, churches, and school houses of the old type can be found in practically every Alabama county. In some counties it is true that many of these substitutes are rapidly giving place to modern structures, yet so many buildings of the old type remain that their presence constitutes a serious health menace.

Many of the buildings now in use are crowded, poorly lighted, and inadequately ventilated. The improper arrangement of windows in some school buildings often subject the eyes of the children to a strong glare, and the lack of a sufficient number of windows in others reduces the amount of light to an unsafe minimum. The crowded condition of the rooms without proper inlets and outlets for air necessitates the continued breathing of vitiated air, which makes the children sluggish and renders them more susceptible to colds, measles, whooping-cough, and other epidemics.

In a majority of schools in two-thirds of the counties the sanitary situation is very unsatisfactory. The interiors of the buildings are not kept clean, this condition probably being due to the fact that the cleaning and sweeping of the building is delegated to the children who, often under the direction of a careless and indifferent teacher, fail to perform their duties regularly and in proper order.

The outdoor sanitary conveniences in fully one-eighth of the schools in at least forty counties are not provided for either sex. In answering the calls of nature the children and teachers are compelled to frequent nearby wooded lands and fields, shielded by trees and underbrush. At least one-fourth of the schools are provided with only one closet, of the open, soil-polluting type. The remaining schools are provided with two closets usually of the open type.

The school and health authorities of the counties of Mobile, Jefferson, Walker, and one or two others are taking definite steps to install in all schools closets of a sanitary or semi-sanitary type. Fully a half-dozen county boards of education in as many counties

have taken official action on the health conditions in and around the schools under their direction, requiring that all schools receiving public funds shall be provided with two closets before appropriations from the public funds are available. Etowah is one of the counties in which the school board has officially taken such action.

The rural school water supply is principally the open well of a nearby farm, often located in or near the horse lots; a spring somewhere in the vicinity of the school; or an open and usually neglected well on the school grounds. An adequate and healthful supply of water is a rural school need that deserves the immediate attention of those in authority.

In 1915 the legislature amended the law granting aid to rural school districts by increasing the amount available to the maximum of \$1,000 for any school and by requiring a district to expend \$2.00 for every \$1.00 received from the state fund. Some of the commendable features of the new law are:

1. Plans for new buildings and for the improvement of all old buildings are furnished by the State Department of Education and are drawn by a competent school architect.
2. All equipment purchased must have the approval of the State Department of Education.
3. Buildings must be provided with necessary cloak and work rooms.
4. State aid will not be furnished unless a one or two-room school building is located on at least two acres of land and a building of more than two rooms on five or more acres. The title to the land must in every case be vested in the state.
5. State funds are not released until the building has been completed or repairs have been made or equipment installed. The inspector of the work is designated by the State Department of Education.

The state aid fund available for each county in 1917-18 was \$6,021.61. The following are some of the results obtained from the administration of the law during the past two and one-half years:

Buildings constructed with one and two rooms.....	117
Buildings constructed with three or more rooms.....	74
Buildings repaired.....	271
Buildings equipped.....	210

Eleven per cent of the rural school buildings have been aided by the fund. The average cost of the buildings thus far constructed is \$1,761.25.

Only about half of the counties are in any material degree availing themselves of state aid. This is due in most instances to the fact that school officials are not acquainting the people of the rural districts with the provisions of the law. As all the counties begin to take advantage of the assistance offered, a still greater impetus will be given to the construction of modern school buildings.

This is a good law, yet it contains possibilities for harm if unwisely administered. Too great stress laid upon the construction of *good* one and two-room school buildings will undoubtedly retard the movement for consolidation. State aid as far as possible for the present should be given only to schools of the consolidated type.

CONSOLIDATION OF SCHOOLS

The modern public school is a complex organization. Its function is to prepare the child for complete living by training him along many lines not contemplated in the old system of education. The traditional three R's no longer constitute the sole content of the curriculum. Subjects of a practical nature have been added and old subjects worked over until the course of study to-day is a far different thing from what it was a few years ago. Manual training, domestic art, domestic science, practical agriculture, horticulture, animal husbandry, as well as many of the trades and industries, now rank in importance with the older literary subjects and are required by a growing public demand to be taught even in the rural schools.

In the days of the three R's the one-room building was sufficient for all needs, but the broadening and enriching of the aims of education have rendered it inadequate to meet public needs. It belongs to the past and must be discarded along with the hand sickle and "scooter" plow of yesteryears.

A new type of building, of many rooms, well planned, adequately equipped, and surrounded by ample grounds for outdoor instructional and play purposes must take the place of the one-room structures. Only when this is done will the rural school be prepared to fulfill its true function.

That the one-room building is yet predominant in Alabama is shown by the following table which gives the number of the different types of buildings in typical counties:

NUMBER OF RURAL SCHOOL BUILDINGS

County	1 room	2 rooms	3 rooms	4 rooms	5 or more rooms	Total
Bullock.....	13	8	2	1	9	33
Chambers.....	22	19	6	2	7	54
Colbert.....	33	15	1	0	0	49
Etowah.....	61	10	6	1	1	79
Franklin.....	50	15	5	0	0	70
Geneva.....	17	38	5	0	0	60
Limestone.....	35	20	12	1	1	69
Madison.....	36	12	5	4	4	61
Mobile.....	25	1	11	11	5	53
Montgomery....	26	9	2	3	1	41
Pike.....	48	10	4	0	0	62
Randolph.....	23	30	17	3	0	72
Walker.....	49	30	8	4	10	101
	436	227	74	30	38	805
Percentage.....	54.1	28.2	9.1	3.7	4.7	

Prior to October 1, 1915, practically nothing had been done in Alabama toward the consolidation of schools and the transportation of pupils except in Mobile County and in Sumter County at Cuba and Geiger. Until the enactment of the new county board law by the legislature in that year there was no legal authority for the consolidation of schools and the transportation of pupils at public expense.

Since the passage of this law, 162 consolidations of various types have been effected. This result was secured by abandoning 421 one and two-room schools; eighty-nine were effected by bringing together two schools; forty-seven by bringing together 3 schools; twenty-three by bringing together 4 schools; and two by bringing together five or more schools. During 1916-17 there were 2,311 children transported at public expense. This transportation was done by wagons of various kinds. The ordinary two-horse farm wagon with improvised body was the most common vehicle used, though auto busses, hacks, and manufactured transportation wagons were quite generally employed.

A majority of these consolidated schools occupy new state-aid buildings located on from two to five acres of ground. The most typical consolidation thus far effected is the one in Chambers County,

where 4 schools employing 5 teachers were brought together at Five Points, a small rural community. The school is now housed in a splendid \$12,000 building, well equipped, and located on a 12-acre plot of ground. At present there are 12 teachers employed. In addition to 7 years of elementary work, it is giving a well graded four-year high school course for 9 months each year. There are four transportation wagons carrying 89 pupils daily to the school.

In the location and planning of consolidated schools there is need for a high order of constructive thinking. The fact should be kept constantly in mind that a new type of school is being created to meet a new need, to serve a new purpose. Good results will not necessarily follow from bringing together three or four schools and having them occupy the same building. It is possible that such a "union school" will continue the old work in the old way. To make the consolidated school effective a new vision must be caught of the unlimited possibilities of such a school for transforming rural life.

RURAL HIGH SCHOOL FACILITIES

High school facilities are decidedly limited in the rural schools of the counties which do not levy and collect a three-mill county school tax. In 40 counties levying and collecting the tax, many schools offering at least two years of high school work have been established. High school courses covering three and four years are being offered in a number of the large consolidated schools such as the Alliance School in Jefferson County and the Five Points School in Chambers County.

Since the county boards rightly discourage high school work in one-teacher schools and since above 60 per cent of the schools in Alabama belong to the one-teacher class only a comparatively few rural schools offer training above the seventh grade.

The elementary enrollment in rural school districts during 1916-17 was 280,688. The high school enrollment in the same schools during the same year was 12,701 or 5 and one-half per cent of the entire enrollment. In the city and town elementary schools during that year the enrollment was 46,861, while the high school enrollment was 7,977 or 15 per cent of the entire enrollment. It is evident from these figures that the rural child is not receiving the same high school advantages as the child who lives in the city or town.

To provide adequate high school facilities for every rural child no additional legislation is required. The wise consolidation of the many one-teacher schools is the solution of the problem, and the authority to effect this consolidation and provide for the transportation of elementary and high school pupils at public expense is already vested in the county boards of education. What is needed now above all else is a widespread awakening of the people to the importance of high school training for the rural as well as the city child. The means for providing this training are already at hand.

PLAY GROUNDS AND PLAY EQUIPMENT

In Cities and Towns.—The grounds devoted to play in the cities and incorporated towns are with few exceptions wholly inadequate. This is especially true in most of the schools of the larger cities. It is only recently that the attention of school authorities has been directed to this important matter.

A number of schools in the cities of the first class are located convenient to city play grounds and parks but such substitutes for school grounds have not proven altogether satisfactory.

One acre of ground is a liberal estimate of the average area of play grounds in the city and town schools of the state.

Play equipment in urban schools is as a general rule as meager as the play ground is restricted. Most of these schools are provided with basket-ball courts and baseball diamonds and equipment for playing these games. There are, however, very few instances on record where the equipment was purchased with any funds secured either directly or indirectly from the school. The purchase money was obtained by subscription from the citizens of the town interested in the school children, and through assessments made by the children on themselves.

A few schools in Birmingham and Mobile have been supplied with the minimum outdoor play equipment for use of the smaller children. This is true on a small scale in a few of the cities of the second class, as Gadsden, etc.

In Rural Schools.—Until recently no thought has been given to play grounds for rural schools. As a consequence the areas are very limited and in many cases unsuited for the purpose. One-half an acre is the average space suitable for play purposes in rural schools.

The surface of the land is so often broken or otherwise unsuited that systematic games can not be played.

The importance of play in the lives of children is now being recognized by patrons, and in general, play activities of country children are receiving more consideration as the importance of larger and better selected areas for school sites is impressed upon the citizens of the rural districts under the provisions of the rural schoolhouse law.

Equipment for play in rural schools is so meager and so infrequently found that it is really negligible. Such games as basketball and baseball are played in the larger types of rural schools and the small amount of equipment usually provided is furnished by the pupils themselves.

There is no single instance on record in any county in Alabama where the school authorities have provided play equipment or employed supervisors of play to encourage healthful games and sports in the county system. A number of county boards of education do encourage school fairs at which athletic contests are entered into by the pupils of the rural and small town schools. Among the counties holding successful fairs each year are Calhoun, Lee, Covington, Mobile, Etowah, Washington, Chambers and Franklin.

There is however, a class of schools in which attention is being given to organized supervised play. These schools are supported in whole or in part by large corporations. The most notable are those of the Tennessee Coal and Iron Company in the Birmingham district, and of the West Point Manufacturing Company on the Chattahoochie River in Chambers County. Most of the schools patronized by the employees of these companies have adequate play equipment and grounds sufficiently large for outdoor games. The Tennessee Company employs supervisors to direct play activities.

SCHOOL BUILDINGS AS SOCIAL CENTERS

During the past few years rural schools in districts where a general educational awakening has taken place have rapidly become the center of community activity. This is especially true where new state-aid buildings have been constructed. The fact that a community is sufficiently interested in the welfare of its children to raise the necessary funds for the construction of a modern school building is evidence of an awakened interest in educational affairs.

It would be unfair to say that there are any counties in the State where an awakening is not manifest. Such an awakening is the resultant of the forces which have been active in Alabama in informing the people of the general conditions of the various counties as compared with each other and of the state as compared with other states.

The local tax amendment campaign waged during the fall of 1916, preceded by the illiteracy campaign and a general campaign of education looking to the recasting of the school laws did much to bring about the results which are apparent on all sides at this time. Of the fifteen counties visited in the preparation of this report only two were reported as showing little or no community interest as evidenced by public gatherings in the district schoolhouse. Red Cross and Liberty Bond drives have supplemented the work of the educational forces in their various campaigns by bringing the people together in the local school buildings for public exercises and social gatherings. There is now a decided tendency to make the community school the center of all local activities. This is true in the small town schools as well as in the rural schools. Numerous examples worthy of note could be given in many counties of the state.

All of this augurs well for the future. It shows that the schools themselves are ministering more and more to the needs of rural and urban life and that the people are recognizing this fact by using the school buildings and grounds as a center of their community activities. Better school buildings, with better equipment, better paid and more highly trained teachers, an enriched course of study, and longer terms are the direct results on the educational side from this growing movement.

COMPULSORY ATTENDANCE

The compulsory attendance law passed by the legislature in 1915 requires every child between the ages of 8 and 15 years inclusive to attend school for a period of 80 days unless he has completed the work of the seven elementary grades. The county boards of education however are given the right to reduce the period of compulsory attendance to 60 days if in their opinion conditions warrant it. The enforcement of the law is placed in the hands of the county boards who are empowered to employ compulsory attendance officers. The salary of these officers is fixed by the county boards of

education and is paid by the county boards of revenue. Provisions are made for exemption for sufficient cause and no child is required to attend school who lives more than two and one-half miles from a school house unless transportation is provided.

The passage of the compulsory attendance law has influenced greatly public sentiment in favor of education and as a result in practically every county there has been an increase in attendance ranging from 5 to 15 per cent. In about one-half the counties the law is being enforced, in about one-fourth it is being nominally enforced, and in the remaining one-fourth it is not being enforced at all, the local officials giving the reasons that the schoolhouses are already over-crowded. Only two cases of prosecution and conviction have thus far been reported. In the rural districts as a rule the law is meeting with popular approval. In cotton mill towns both school officers and mill superintendents report that the law is being rigidly observed.

At present the chief difficulty in enforcing the compulsory attendance law is due to the small salaries that have been allowed attendance officers and active men have not always been employed. In some cases the county boards of revenue have refused to pay any of the expenses whatever. In many respects the past year has been a very unfavorable one for trying out the provisions of the law. The winter was unusually severe and an epidemic of practically every illness to which children are subject has occurred in every county. On this account the average attendance may be lower than the preceding year even though the increase in enrollment has been marked.

The law is weak in certain places and needs to be strengthened by legislative action as early as possible. Then too there are certain points of conflict between it and the child labor law which should be removed.

MEDICAL INSPECTION

In Cities and Towns.—The beginnings of a system of medical inspection of school children are apparent in a number of the cities and towns. Thus far the inspection has usually been made by the city health officer or a physician appointed by the school board, who receives a small stipend for his services. The examinations are principally for throat, ear, nose, and eye troubles and generally

occur once or twice a year. In Birmingham a full time school physician has been employed, as well as a trained nurse, the duty of the latter being to follow up the cases reported by the physician and to see that proper treatment is given.

Boards of education and school officials generally have failed to grasp the full significance of the movement for better health education and because of this the appropriations for carrying on this work have with few exceptions been meager and wholly insufficient.

In Rural Schools.—Previous to 1915 medical inspection in rural schools was practically unknown, save in a few counties where the school children had been examined for hookworm. By amending section 706 of the Health Code, in 1915 the legislature made possible the employment by counties of full time health officers whose salaries are paid through the county boards of revenue. Among other duties the health officer is required to visit every school for the purpose of inspecting the sanitary arrangements and source of water supply and of making an examination of all the children. He is required to report to the parents of the children all cases of adenoids, defective hearing and other defects. His duty however ends here. It remains therefore for the school authorities to say whether the child shall remain in school or whether he shall be excluded until the necessary treatment has been given. Such inspection while inadequate and sometimes poorly done is a move in the right direction.

Unfortunately the employment of health officers by the various counties is wholly voluntary. To date only ten counties have taken advantage of the law. These are Walker, Madison, Choctaw, Elmore, Jefferson, Lauderdale, Colbert, Pickens, Talladega and Tuscaloosa. Lack of funds as well as a lack of interest is the reason assigned for the failure of the remaining counties to comply with the provisions of the law.

To guarantee the right sort of medical inspection from the school point of view, a law is needed authorizing county boards of education to employ medical officers for the schools, or to co-operate with county boards of revenue in paying the salaries and traveling expenses of full time county health officers. Authority also should be given for the employment of school nurses to see that school children receive the treatment recommended by the health officers. Legislation looking to this end should be passed as soon as possible.

SCHOOLS, FOR BACKWARD, DEFECTIVE, AND DELINQUENT CHILDREN

Markedly delinquent children and those who are deaf or blind may be sent to certain special institutions where they are trained at public expense. The state maintains a school for the deaf and blind at Talladega, an industrial school for white boys at East Lake, an industrial school for white girls at Birmingham, and a school for juvenile negro law breakers at Mt. Meigs. The ordinary school authorities have practically nothing whatever to do with committing children to these institutions for special training and the institutions themselves bear only a remote relation to the public school system.

For children who are backward, who are slightly delinquent, or who suffer from serious or even minor defects of sight and hearing, scant provisions have thus far been made. While opportunity is offered in many towns and cities through summer schools and special classes for normal children to make up work lost on account of sickness and other causes, no city or town has yet been able to secure money for the support of schools for the care of feeble minded, defective and other sub-normals who cannot be admitted to state institutions. At present the delinquent boy ordinarily is merely "expelled" from school, which means that further educational opportunities are denied him and that he is left free to contaminate other children at will. And the child who is afflicted with poor eyesight, bad hearing, or constitutional disorders of body or mind has no opportunity to pursue his studies except in keen competition with his unafflicted fellows, who soon leave him hopelessly behind. Obviously the only thing left for such a child is to become a "repeater" and ultimately drop out of school, to stay out.

From failure to provide for the support of special schools it is clear that the people generally have given little thought to the educational needs of those unfortunate children who are far more numerous than is generally suspected. The public needs to be aroused and probably the best way to do this is through the dissemination of the reports of truancy officers and the reports of medical and psychological examinations of children within school age in the various counties, cities, and towns. Careful studies should be made to ascertain the facts and when these facts are secured they should be made widely known.

KINDERGARTENS

So far as the public school system is concerned, Mobile is the only city with a system of well regulated kindergartens properly supervised and distributed over the city, and constituting a part of the public school system. A number of corporations in the Birmingham district and in the cotton manufacturing centers maintain kindergartens for the children of their employees as an economic measure. For instance, at Lanett the cotton mill corporation there conducts a day nursery in connection with the kindergarten where mothers who work in the mills may leave their small children during the day.

That there is a demand for kindergartens is evidenced by the fact that in practically all the cities one or more kindergartens are taught as private institutions supported by tuition fees or by philanthropic organizations. Even some of the private and denominational schools for negroes are maintaining kindergartens for the negro children of the communities in which these schools are located.

The educational possibilities of the kindergarten are just beginning to be appreciated. It is only a matter of time before this new institution will be made a part of the general school system and supported by public funds. In order to do this, however, the present minimum age limit at which a child may enter the public schools must be materially reduced and special facilities must be afforded for the professional training of kindergarten teachers.

VOCATIONAL EDUCATION

The idea that vocational training should form a part of the education of every boy and girl and that such training should be given through the public school is just beginning to take hold in Alabama. Already in many instances the elementary and high school courses of study are being modified to meet the new demands and teachers are learning more and more how to relate school work to the needs of practical life. While there are many handicaps yet to be overcome, the situation on the whole with regard to vocational education is encouraging.

Although the nine district agricultural schools, in spite of the good intentions of the legislature, have for various reasons proven failures as schools for teaching vocational agriculture, and the requirement by law that agriculture be taught in every public school

has yielded poor results, vocational agriculture and kindred occupations through indirect means now form a vital part of the work of many schools. Boys' corn clubs, pig clubs, peanut clubs, calf clubs, etc., together with girls' canning clubs, and poultry clubs, all organized through the agency of the teachers, county superintendents, and representatives of the Extension Bureau of the Alabama Polytechnic Institute, have accomplished indirectly what the schools, even with legislative assistance, could not themselves do.

The following facts submitted by Professor L. N. Duncan show to what extent these clubs have been active:

Boys' Clubs.—Boys' agricultural clubs are now organized in every county, with a total enrollment, on May 8, 1918, of 21,358. Below are given the activities in which these boys are engaged with the enrollment in each case:

Number of community clubs	223
Number of corn club members.....	2,968
Number of peanut club members.....	1,424
Number of pig club members.....	6,369
Number of calf club members.....	564
Number of emergency club members engaged in growing small gardens and in various other work.....	9,914

Girls' Clubs.—The facts below represent what has been accomplished up to December 31, 1917. At that time only twenty-nine counties had been organized with a woman county agent in charge in each. Emergency women agents have been appointed for the remaining counties but their work was begun too late to be included in this report.

Canning Clubs.

Number of community clubs in canning and home gardening.....	429
Number of canning club members.....	4,595
Number of girls growing winter gardens.....	864
Number of girls making demonstration in cooking club products....	1,264
Number of girls making demonstration in homes.....	317
Number of caps and aprons made.....	2,968
Number of dresses made.....	188
Number of towels and holders made.....	191

Poultry Clubs.

Number of poultry clubs in 12 counties.....	34
Number of poultry club members.....	619

In this work very decided improvement was made in poultry houses, method of feeding, and in the character of the stock by adding pure bred stock. In many cases co-operative egg marketing circles were formed and the price and quality of eggs very greatly improved.

As these club activities all radiate from the schoolhouse as a center and with the teacher as one of the directors, the elementary and high school courses of study as well as the methods of teaching especially in rural sections, are rapidly being adapted to community needs.

In recent years manual training and home economics have been added to the curriculum of practically all the larger high schools. While these subjects have been taught chiefly from the academic point of view, yet they have served a useful purpose in preparing the way for vocational training.

The Smith-Hughes Act.—To encourage vocational education in the several states Congress recently passed a law known as the Smith-Hughes Act which appropriates to each state an annually increasing sum of money for the teaching of trades and industries, agriculture, and home economics. In order however for a state to secure its share of this money it must match dollar for dollar the amount received from the Federal Government. Alabama's pro rata part for the past year was \$34,575.42. This sum will be gradually increased until 1925 when it will be \$157,066.70.

Pending the meeting of the legislature in 1919, the governor last year appointed under the terms of the Act a committee known as the Alabama Board for Vocational Education to organize a system of vocational education in the state as provided by the law. The plan formulated by this board has been accepted by the Federal Board at Washington and already a number of federal aided vocational schools are in operation.

After holding several meetings and considering the vocational needs of the State from every angle the Alabama Board finally designated the following colleges as institutions for the training of vocational teachers:

(White)

Teachers of agriculture.....	Alabama Polytechnic Institute.
Teachers of home economics.....	Alabama Girls' Industrial Institute.
Teachers of trades and industries.....	University of Alabama.

In aims and purpose, organization, courses of study, and methods of teaching, the vocational school differs radically from the ordinary type. Vocational students must engage in productive labor during a portion of the day and the subjects studied by them in the class room must be directly related to the industry or occupation for which they are being trained.

Vocational education has long been needed in Alabama. Its growth therefore should be carefully fostered.

TEACHERS' SALARIES

The figures submitted below are the average salaries for rural and urban teachers in eleven representative counties. The grade of certificates held by teachers in the rural schools is indicated at the top of each column.

	RURAL TEACHERS			Urban Teachers Per Month
	First and Life Grade Per Month	Second Grade Per Month	Third Grade Per Month	
Bullock.....	\$75.00	\$60.00	\$50.00	\$66.50
Chambers.....	60.00	52.50	42.50	70.00
Colbert.....	77.50	62.50	50.00	60.00
Franklin.....	65.00	52.00	50.00	50.00
Geneva.....	67.50	52.50	42.50	50.00
Limestone.....	70.00	55.00	40.00	50.00
Madison.....	72.00	55.00	40.00	60.00
Montgomery....	75.00	60.00	50.00	72.00
Pike.....	75.00	60.00	50.00	50.00
Randolph.....	60.00	50.00	40.00	45.00
Walker.....	70.00	55.00	45.00	55.00
Gen'l average..	\$67.00	\$54.77	\$44.71	\$59.18

It should be said however, that 53 counties have voted local taxes under the Act of 1915. In these counties teachers' salaries for 1918-19 will average probably 25 per cent higher.

As the rural schools are in session on an average of 138 days, the rural teacher holding a life grade or a first grade certificate receives for his year's work \$462.30; while the teacher holding a second grade certificate receives \$377.91; and the third grade

teacher gets \$308.50. Since the average school term in incorporated cities and towns is 176 days the year's salary for the average urban teacher is \$520.78.

From her salary, pitifully small, the teacher is expected to pay a good sum for board in the best home in the community, to contribute liberally to the church and to charity, to buy books and magazines, to dress well, and to spend at least six weeks at a summer school each year. In view of all this it is small wonder that annually many teachers leave the profession never to return.

TEACHER TRAINING

For High School Teachers.—To give professional preparation to prospective high school teachers and to teachers already in service, departments of education have in recent years been established at the University of Alabama, Alabama Polytechnic Institute, Alabama Technical Institute for Girls, and at the denominational colleges at Birmingham, Athens, and Montgomery. Upon graduation students in these institutions who have completed as much as seven hours of prescribed work in Education are granted a first grade certificate by the State Board of Examiners. Under the regulations of this board the professor of education in each college must be a specialist in his field and must devote his full time to the teaching of education. As it is rapidly becoming the practice to employ only college graduates both in city and in county high schools, the time will soon come when only professionally trained teachers will be found in these schools. The tendency at present on the part of many untrained high school teachers to enroll in summer schools for the purpose of taking courses in education is highly significant and bodes well for the future.

For Elementary Teachers.—The agencies for training elementary teachers are numerous and some of them well organized. Foremost are the four class A normal schools whose course of study covers four years and is based on two years of high school work. The length of the normal school term was recently extended to eleven months in order to accommodate an increasingly larger number of teachers who wish to attend each summer. Each institution maintains an observation and practice school of seven grades and every student before graduation is required to do a certain amount of

practice teaching under competent supervision. The course of study of the two class B normal schools is four years in length and is based on seven years of elementary work. In many ways the class B schools are handicapped in their educational efforts.

Among the remaining agencies the Summer School for Teachers at the University of Alabama exerts possibly the most powerful influence on the teaching standards of the state. Here are gathered for six weeks each year between 700 and 800 progressive teachers intent upon the pursuit of studies which will broaden their mental vision and increase their power for usefulness in the school room. During the summer school the entire equipment and resources of the University are thrown open to the public school teachers. The summer schools at the Alabama Girls' Technical Institute and the Alabama Polytechnic Institute are well organized and meet the needs of many teachers.

The county institute, which every teacher is required to attend and which is in session four days in each county annually, is of great value in stimulating educational interest and in unifying school room practice throughout the state. Professionally trained conductors have charge of these institutes and teachers of merit have places on the programs.

In addition to the foregoing there must be mentioned the Alabama Educational Association which meets annually in one of the large cities. The programs are inspirational and the round table discussions of much benefit to the 2,000 or more teachers who usually attend.

In spite of all efforts that have been put forth it can not be said that any considerable portion of the 8,000 or more elementary teachers have been professionally trained. Nor is there any immediate prospect that a large number of them will be. Low salaries, short terms, and general indifference cause many teachers to leave the profession each year and unfortunately their places are taken by raw recruits who in turn leave after a short while.

CERTIFICATION OF TEACHERS

Certificates from the State Board of Examiners are required of all who teach in the public schools of Alabama. These certificates are divided into four classes, third grade, second grade, first grade,

and life grade, and are secured by passing successfully examinations in the following subjects prescribed by law:

Third Grade.—Orthography, reading, penmanship, grammar, practical arithmetic, United States history, geography, the elementary principles of physiology and hygiene, and agriculture.

Second Grade.—All the foregoing branches with additional requirements in arithmetic, history of Alabama, English grammar and literature, intermediate geography, United States history, civics, and class management.

First Grade.—All of the foregoing branches, and also algebra, geometry, physics, elementary psychology, the school laws of Alabama, and advanced English.

Graduates of state institutions of higher learning are granted first grade certificates. Provision is also made for validating certificates from other states.

Life Grade.—The applicant must have taught at least five years under a first grade certificate, and in addition must pass an examination in the history of education.

The number of white teachers in Alabama who hold certificates is as follows:

Teachers holding third grade certificates.....	2,075
Teachers " second " "	3,264
Teachers " first " "	1,724
Teachers " life " "	1,182
Total.....	8,245

The law makes no provisions whatever for testing the applicants' knowledge of the recently added elementary subjects, music, drawing, painting, manual training, sewing, cooking, etc., nor does it take into account that subjects other than algebra, geometry, physics, and English are taught in the high school. Professional fitness for teaching is practically ignored, except that the State Board of Examiners is in the habit of basing some of the questions upon method. This necessarily involves experience. The possession of even a first grade or a life grade certificate by no means signifies that the holder is prepared to teach in a modern public school.

Obviously the law is antiquated and should be changed. It has served a useful purpose and has been well administered, but it can no longer satisfy the increasing needs of a developing school system.

The horizontal system of certification instead of the present vertical system should be adopted. The certificates granted should be based on the applicants' academic, technical, and professional preparation for teaching in the primary grades, in the intermediate and grammar grades, and in the high school grades. Special certificates should be issued for teaching music, drawing, home economics, manual training, agriculture, and other subjects of like nature.

RECOMMENDATIONS

1. The various parts of the entire public school system should be more closely articulated for the purpose of securing greater efficiency by eliminating needless waste and duplication of effort. To this end a State Board of Education should be created to take the place of the many independent boards of trustees which now have charge of the various secondary and higher institutions. (The method of control of the University of Alabama and the Alabama Polytechnic Institute is prescribed by the state constitution.)

2. The method of choosing the State Superintendent of Education prescribed in the state constitution should be changed as early as practicable. This official should be selected on merit alone by a State Board of Education or some other non-partisan organization and should be kept in office as long as efficient service is rendered.

3. The State Superintendent of Education should be provided with a sufficient number of assistants to enable him to keep in close touch with educational conditions in every county in the state.

4. A better method for financing the three higher institutions of learning, University of Alabama, Alabama Polytechnic Institute, and Alabama Girls' Technical Institute, should be devised as early as possible. The usefulness of these institutions is greatly handicapped by failure to secure funds appropriated by the legislature in recent years. Immediate relief from some source is imperatively necessary.

5. The law prescribing the subjects required for teaching certificates should be changed. While the scholarship requirement should not be lost sight of, professional preparation should be stressed. The horizontal plan of certification should be adopted.

6. The "mild" compulsory education law passed by the legislature needs strengthening in a number of places: (1) The points

of conflict between this law and the child labor law should be eliminated. (2) The length of the period of compulsory attendance should be gradually extended. (3) A better method of providing for the salaries of truancy officers should be adopted. (4) The law is too liberal in granting excuses from school attendance.

7. Provisions should be made by which kindergartens may be supported from public school funds.

8. Adequate appropriations should be made by the state to secure in full Alabama's part of the federal money for vocational education given under the terms of the Smith-Hughes Act.

9. Medical supervision of all children of school age should be provided for by law.

10. All county health officers and school physicians should be required to investigate carefully conditions relating to lighting, heating, ventilation, sanitation, and the water supply of both urban and rural schools. These officials should be empowered to employ remedial measures wherever necessary.

11. The nine district agricultural schools should be converted into federal-aided schools for teaching vocational agriculture, and possibly home economics, in accordance with the Smith-Hughes Act.

12. As far as possible cities and towns, as well as the various counties, should make provisions for teaching backward, defective, and delinquent children, whose condition is not serious enough to warrant sending them to a state institution. As a rule a special type of school in which motor activities predominate are necessary for such children.

13. All teacher training agencies should be fostered and given support commensurate with the work they are doing.

14. Negro education should be encouraged as far as possible. County health officers and school physicians should see that the same standards of sanitation and health are observed in negro schools as in white schools.

NEGRO EDUCATION

Character of Negro Schools.—Public school facilities for negro children are limited. In rural districts schools are taught in all sorts of buildings, badly constructed and poorly equipped. They lack

the necessary maps, charts, and libraries for effective teaching. The average length of school term now is 104 days, an increase of 7 days in the last five years. The average salary of the teacher is \$152. Five years ago it was \$137. The average number of pupils per teacher is 70, the average for the white being 40.

Irregular attendance is noticeable in negro schools. In most counties the negro schools are in session five months, beginning near the middle of October and closing about the middle of March. The children are kept at home to pick cotton and velvet beans and to gather other crops on the farms of either white land-owners or negro parents, and on this account it is usually late in December before a majority of the children are in the schools. The attendance at this time then runs up to as high as 150 pupils to the teacher in badly crowded rooms. This condition continues for two and one-half or three months until the larger pupils drop out to commence farming operations in the early spring. Some of the children walk as far as four or five miles each way to school, over muddy roads, and in all sorts of weather, and arrive at the school building at any time before twelve o'clock. They commence leaving for home about three o'clock. Many are kept at home for the smallest excuse by their parents. The percentage of attendance in 1917 was 62, which is practically the same as for whites.

The character and qualifications of the teachers determine almost entirely the nature of the instruction given. As a rule it may be said that the schoolhouses are neatly kept and that a majority of schools teach some form of handwork, either elementary manual training for the boys, or sewing and cooking, where the equipment permits, for the girls.

There has been practically no effort on the part of school officials to enforce the compulsory education law with the negroes, many feeling that the schools are too badly overcrowded already. As soon as facilities permit the law can be enforced with very little effort as the children are anxious to attend school. There is needed however a quickening of public sentiment among negro parents with reference to regular attendance and punctuality.

Schools of Macon County.—The negro schools in Macon County are probably the best for negroes in the state. Through stimulation of the Extension Department of Tuskegee during the past ten years many new buildings have been erected and provided with

fairly good equipment. Of the 60 schools in the county 20 have two or more class rooms, 8 are furnished with domestic science equipment, 16 conduct school farms, and 5 have teachers' homes. The county board of education is enabled through the Jeanes Fund to employ two negro women as supervising industrial teachers to conduct club work among the girls and their mothers, and one man, a graduate in agriculture, to look after the club work among the boys. The report for the past year shows the following facts relating to the negro boys' clubs:

Number of pig clubs organized.....	10
Number of active members.....	120
Number who made final report.....	84
Number of pounds of pork killed by members.....	23,420
Number of boys planting one or more acres in corn.....	52
Number of boys planting one or more acres in peanuts.....	15
Number of boys planting one or more acres in velvet beans.....	17

School Buildings in Cities and Towns.—In cities of the first class there is, as a rule, one fairly good negro school building and a number of old buildings in a more or less bad state of repair. The schools generally are badly overcrowded and the play grounds are small and lack equipment. In many small towns the conditions are worse than in the rural districts. The towns usually have spent all their money from the sale of bonds on paving, lights, water and sewerage system and for building much needed schoolhouses for white children. Consequently there are no funds available for negro schoolhouses. Such funds as are secured must therefore be raised by private contributions. Often interested white citizens contribute liberally to the erection of a negro schoolhouse. In two instances town councils have borrowed money with which to erect a schoolhouse for negro children.

In most cities and towns, large and small, the sentiment of the leading city officials and school authorities is in favor of better educational facilities for negro children. The securing of necessary funds is the chief difficulty.

Kind of Buildings.—More than 80 per cent of the negro schools in the state are taught in one-room buildings. The number of schools deeded to the state is 138, to the county 17, to local negro trustees 631, the number owned by private individuals, churches or lodges 1,206, and those belonging to the city 50, making a total of

2,042. Practically 90 per cent of the school buildings for negro children are owned by private parties or organizations.

Nature of Training.—The training given negro children is almost entirely devoted to work in the first five grades. As the majority of schools have only one teacher, the classes are overcrowded and the conditions for teaching are poor. Three-fourths of the teachers are women and one-fourth are men, 33 per cent of the children attend school in the first grade, 19 per cent in the second, 15 per cent in the third, 13 per cent in the fourth, 12 per cent in the fifth, 6 per cent in the sixth, and 2 per cent in the seventh.

Since the majority of negro children are being trained in one-teacher schools and are nearly all enrolled in the first five grades, so far as possible, efforts should be made to improve schools of this type. By the time the child has finished the fifth grade he should have completed the primary books in the course of study, acquired habits of thrift and punctuality, received good rudimentary instruction in sanitation and household industry, and become at least a literate person. This task set before the negro teachers of the state is not too great for attainment.

Attitude of White People to Negro Education.—A hopeful feature at present is the growing sentiment among white people in favor of the education of negro children. An evidence of this is the fact that in 1913 only 544 visits were made by the county superintendents to the 1972 or more negro schools in the state, while in 1917 the number of visits increased to 1794. The policies adopted by educational foundations and boards with reference to assisting negro education has also had a marked effect on public sentiment. Recognizing that the business of education belongs to the state and not to private agencies, they are following the policy of assisting public school authorities in building up a system of public supported and controlled schools for negro children. The Jeanes Fund therefore turns over money to the county boards of education to be used for employing negro women to teach industrial work in negro schools. The Rosenwald Fund will give money only for the erection of a school building that has been decided to the state and is under the control of the public school authorities. The Slater Fund assists in the establishment of county training schools only where the property belongs to the county or state and is controlled by the county board of education or other school officials. The

General Education Board helps the State Department of Education to maintain a rural school agent whose work is to develop sentiment in favor of better schools.

The people generally are beginning to realize that the health, economic, moral and spiritual development of the negro population is necessary for the full prosperity of the state. For this reason white people have been very sympathetic and helpful in the establishment of rural schools and county training schools for negro children and have contributed to the erection of practically every negro schoolhouse that has been built during the past five years.

RURAL SCHOOL ATTENDANCE*

EVA JOFFE

Statistician, National Child Labor Committee

Alabama, with a population according to the census of 1910 of 2,138,093, the per cent of illiterates among those ten years of age and over being 22.9, passed a compulsory school attendance law in 1915, which took effect October 1, 1917. Almost a year† later the National Child Labor Committee undertook an investigation of rural school attendance, with the kind cooperation of the State Superintendent of Education. The visits to the schools selected were made by three Alabama public school teachers and one agent of the Committee. With the approval of the State Superintendent of Education, these twelve counties were chosen: Lauderdale and Madison in the north; Etowah in the northeast; Chambers in the east; Barbour in the southeast; Escambia, Conecuh, and Mobile in the south; Washington in the southwest; Pickens and Hale in the west, and Chilton in the central part. Six of these (Chilton, Conecuh, Escambia, Hale, Pickens and Washington) are purely rural with no cities or towns of 2,500 inhabitants or over. The other six, though having some urban population, were chosen as typical of the conditions prevailing in rural Alabama.

The visits to the schools were made during the last week of March and the beginning of April, and as most of the schools close in April, the records copied cover the greater part of the term. The information was obtained for 151 schools for the number of days the schools were in session up to the date of the visits, and consists of the number of days children 8 to 15 years old inclusive, attended, the number of days they were absent, their ages at the beginning of the term, the grades they were in and whether or not they would be promoted. All this information, save the promotion, was copied from the teachers' record books. The causes of absence and number

*The data on which this study is based were gathered by Misses Mary Chapman, Eva G. Frasier, Ora Scott and Florence I. Taylor.

†Nearly at the end of the following school term.

of days of absence for each cause were obtained by consulting the teachers. This, of course, can be only approximately accurate because the teachers could give it only from memory or by consulting each child (who in turn had to consult his memory). But no such information can be considered absolutely accurate even when a written statement of the cause signed by the parent is required, because the parent being in most cases just as anxious to have the child's record clear as the child is to have it so, may invent some legitimate excuse. On the other hand, a teacher in a rural community is in a position to know the real cause very much better than a city teacher.

In a previous study made in Oklahoma, the fact was revealed that the children of tenants were more retarded and absent a greater number of days than those of home owners. For this reason, information was again sought as to home tenure of the parent or guardian. All children are classified as "owners' children," "tenants' children" and "tenancy not specified" where such information was unobtainable.

The record of each child's attendance is available only for the time he is registered in a school, and those who move into a district after the opening of school or move out before the end of the term, have only a partial record of attendance in the district. There was no attempt on the part of the investigators to follow up cases of this kind. All such children were classified under the heading of "migrants," and the children living in the district to which the visited schools belonged at the time of school-opening and still living there at the time of the investigators' visit to the school, were classified as "non-migrants."

The children absent for any reason, were classified as:

Farmworkers—those absent for farmwork even though absent for other causes also;

Houseworkers—those absent for housework even though absent also for other causes (in the few cases where children were absent both for farmwork and housework, they were classified as "farmworkers" if the greater number of days had been devoted to farmwork, and as "houseworkers" if housework had been responsible for most of their absence);

Other classified absentees—all those absent for other specified causes exclusive of farmwork or housework; and

Non-classified absentees—all those absent for some unspecified cause who could not be included under the first two headings.

TABLE A

NUMBER OF SCHOOLS VISITED AND ENROLLMENT OF BOYS AND GIRLS, 8-15 YEARS INCLUSIVE, BY COUNTIES

COUNTIES	NUMBER OF			TOTAL
	Schools visited	Boys	Girls	
Barbour.....	13	237	204	441
Chambers.....	15	240	221	461
Chilton.....	14	273	278	551
Conecuh.....	14	321	261	582
Escambia.....	15	335	292	627
Etowah.....	8	162	151	313
Hale.....	13	110	155	265
Lauderdale.....	9	234	260	494
Madison.....	11	352	313	665
Mobile.....	14	300	259	559
Pickens.....	13	151	156	307
Washington.....	12	160	156	316
Total.....	151	2,875	2,706	5,581

In Table A, we have the number of schools visited in each county and the number of children whose records were obtained. There were 2,875 boys or 51.5 per cent of the total and 2,706 girls or 48.5 per cent of the total. This table is the only one showing figures for counties. As a county is too small a unit to base conclusions upon, in succeeding tables the figures for all the twelve counties have been combined.

Table B gives the number of boys and girls classified by absentee groups and home tenure of parents. The owners' children numbered 3,183 or 57 per cent of the total; the tenants' children numbered 2,239 or 40 per cent of the total; and there were 159 or 3 per cent for whom home tenure could not be ascertained. Farm-

TABLE B

NUMBER OF CHILDREN, CLASSIFIED BY ABSENTEE GROUPS, SEX, AND HOME TENURE OF PARENTS

	NUMBER OF CHILDREN									
	NON-MIGRANTS					MIGRANTS				
	TOTAL*	Total	Farm workers	House workers	Other class-ified absen-tees	Non-class-ified absen-tees	Total	Farm workers	House workers	Other class-ified absen-tees
OWNERS' CHILDREN.....	3,183	2,843	1,095	279	1,205	264	47	20	190	18
Boys.....	1,629	1,461	818	8	516	119	35	2	97	12
Girls.....	1,554	1,382	277	271	689	145	12	18	93	6
TENANTS' CHILDREN.....	2,239	1,417	685	125	493	114	149	38	575	47
Boys.....	1,151	724	466	10	197	51	111	7	284	21
Girls.....	1,088	693	219	115	296	63	38	31	291	26
TENANCY NOT SPECIFIED...	159	112	34	15	42	21	10	3	33	1
Boys.....	95	69	32	1	21	15	9	.....	17	.....
Girls.....	64	43	2	14	21	6	1	3	16	1
TOTAL.....	5,581	4,372	1,814	419	1,740	399	206	61	798	66
Boys.....	2,875	2,254	1,316	19	734	185	155	9	398	33
Girls.....	2,706	2,118	498	400	1,006	214	51	52	400	33

* Daily attendants (those not absent at all) included in totals.

work was done by 818 (56 per cent) non-migrant owners' boys and by 466 (64 per cent) tenants' boys. Of the 1,382 owners' girls only 277 or 20 per cent were farmworkers but of the 693 tenants' girls 32 per cent worked on the farm. Many of the girls did housework, and if the figures for houseworkers are added, we have 40 per cent for owners' and 48 per cent for tenants' children who did either housework or farmwork. Very few of the boys did any housework and therefore it is hardly worth while to add them to the number of farmworkers. Among the migrants' children only 24 per cent were farmworking owners' boys and 26 per cent farmworking tenants' boys. Among the migrants' girls nearly 10 per cent of both the home owners and the tenants were farmworkers.

The small percentage of farmworkers among migrants is in all probability due to the incomplete information for this class. As no attempt was made to follow up such children, it is impossible to tell whether a child who was present only for a short time in the schools visited had gone to school at all in another district. A child may have done farmwork in the school term before moving into the district and none while enrolled in the school visited, and would therefore not be included among the farmworkers but in some other group. For this reason, in all the following tables the migrants' children are classified only for home tenure of parents. There must of necessity be some duplication in the number of migrants, but as it is likely that the duplications tend to balance one another it does not appreciably change the findings.

Tables C and D give the total number of days the boys and girls should have attended; the number of days they were absent from the schools visited because of having lived in other districts; the total number of days they were present; and the total loss of time for all causes. The number of days of absence for two migrant boys, one non-migrant boy, and three migrant girls was not obtained for each cause separately. This accounts for the discrepancy in the totals between tables C and D, and table B.

The absences of migrants are divided into two categories: first, those due to work, illness, etc., in the districts visited; second, the periods in the same school term when the children had lived in other districts. From this we see that all migrant boys were absent from the schools visited 51 per cent of the term because they had lived part of the time elsewhere, in addition to

the time they missed for various other reasons while enrolled. The absences of tenants' boys due to such late enrollment or early withdrawal extended over 58 per cent of the term. The girls were absent in the same proportion. To what extent duplications of children occur among the migrants it is impossible to learn, but even if the per cent of absentees were reduced through the corrected number of children, the reduction would not be considerable. It therefore stands to reason that no conclusion as to the cause of absence can be drawn from such incomplete records.

In these tables we see that all owners' non-migrant boys were absent 29 per cent of the time they should have attended as compared with 39 per cent for the tenants' boys. When the farmworkers are considered, the owners' boys are seen to have been absent 33 per cent and the tenants' boys 40 per cent. Other classified boy absentees who belonged to home-owning families, were absent 21 per cent and the tenants' boys 37 per cent. For girls the same tendency is found; all non-migrant owners' girls were absent 24 per cent of the time they should have attended as compared with 33 per cent for the tenants' girls; farmworking owners' girls 30 per cent, as compared with 36 per cent for farmworking tenants' girls. Among the houseworkers the owners' girls were absent 27 per cent and the tenants' 28 per cent. Other classified girl absentees whose parents owned their homes were absent 19 per cent of the period they should have attended and the tenants' girls 32 per cent.

In reference to the observance of the compulsory attendance law, the per cent of absence is of little importance because the law does not demand full attendance. It requires that children between the ages of 8 and 15 years inclusive,* attend at least 80 days in each scholastic year, unless the county board of education or the board of education of an incorporated city or town reduces the term to not fewer than 60 days. Therefore where the term is long, all absences after 80 days are legitimate; but with regard to the waste of the community's money occasioned by failure to make steady use of the school facilities, the per cent of absence becomes quite significant. It is also important to know to what extent the parents fully avail themselves of the opportunity for the education of their children.

*Interpreted by the State Superintendent of Education to mean up to the fifteenth year.

TABLE C

NUMBER OF DAYS THE BOYS* SHOULD HAVE ATTENDED UP TO DATE OF VISITS TO SCHOOLS; NUMBER OF DAYS PRESENT AND ABSENT, BY ABSENTEE GROUPS AND HOME TENURE OF PARENTS

	Number of Boys	NUMBER OF DAYS THE CHILDREN			
		Should have attended	Were absent on account of living in other districts	Were present	Were absent
OWNERS' BOYS					
Migrants.....	145	17,498	8,868	6,841	1,789
Non-Migrants.....	1,461	175,943	.....	125,784	50,159
Farmworkers.....	818	98,861	.....	66,352	32,509
Houseworkers.....	8	908	.....	655	253
Other classified absentees	516	61,774	.....	48,732	13,042
Non-classified absentees.	119	14,400	.....	10,045	4,355
TENANTS' BOYS					
Migrants.....	422	52,117	30,332	16,832	4,953
Non-Migrants.....	723	87,077	.....	52,989	34,088
Farmworkers.....	465	56,678	.....	33,744	22,934
Houseworkers.....	10	1,187	.....	790	397
Other classified absentees	197	23,200	.....	14,721	8,479
Non-classified absentees.	51	6,012	.....	3,734	2,278
TOTAL †					
Migrants.....	593	72,832	40,648	25,076	7,108
Non-Migrants.....	2,253	271,198	.....	184,331	86,867
Farmworkers.....	1,315	159,359	.....	102,630	56,729
Houseworkers.....	19	2,215	.....	1,520	695
Other classified absentees	734	87,477	.....	65,160	22,317
Non-classified absentees.	185	22,147	.....	15,021	7,126

*The number of days of absence for each cause was not obtained for a few children, which accounts for the difference between the number of children in tables C, D, F and G and that in the other tables.

†Totals include all for whom home tenure could not be ascertained.

TABLE D

NUMBER OF DAYS THE GIRLS SHOULD HAVE ATTENDED UP TO DATE OF VISITS TO SCHOOLS; NUMBER OF DAYS PRESENT AND ABSENT, BY ABSENTEE GROUPS AND HOME TENURE OF PARENTS

	Number of Girls	NUMBER OF DAYS THE CHILDREN			
		Should have attended	Were absent on account of living in other districts	Were present	Were absent
OWNERS' GIRLS					
Migrants.....	127	15,219	7,479	6,359	1,381
Non-Migrants.....	1,382	165,916	.....	125,582	40,334
Farmworkers.....	277	33,561	.....	23,394	10,167
Houseworkers.....	271	32,414	.....	23,504	8,910
Other classified absentees	689	82,261	.....	66,337	15,924
Non-classified absentees.	145	17,680	.....	12,347	5,333
TENANTS' GIRLS					
Migrants.....	385	47,863	28,194	15,729	3,940
Non-Migrants.....	693	83,899	.....	56,196	27,703
Farmworkers.....	219	27,018	.....	17,406	9,612
Houseworkers.....	115	14,001	.....	10,048	3,953
Other classified absentees	296	35,112	.....	23,971	11,141
Non-classified absentees.	63	7,768	.....	4,771	2,997
TOTAL*					
Migrants.....	533	65,661	37,027	22,962	5,672
Non-Migrants.....	2,118	254,861	.....	185,311	69,550
Farmworkers.....	498	60,832	.....	40,988	19,844
Houseworkers.....	400	47,968	.....	34,746	13,222
Other classified absentees	1,006	119,965	.....	92,061	27,904
Non-classified absentees.	214	26,096	.....	17,516	8,580

* Totals include all for whom home tenure could not be ascertained.

TABLE E

NUMBER AND PER CENT OF NON-MIGRANT CHILDREN PRESENT FEWER THAN 60 DAYS, 60 TO 79 DAYS, AND 80 DAYS OR OVER

	NUMBER OF CHILDREN PRESENT			To-TAL*	PER CENT		
	1-59 Days	60-79 Days	80 and over		1-59 Days	60-79 Days	80 and over
OWNERS' CHILDREN.....	378	502	1,892	2,772	13.6	18.1	68.3
Farmworkers.....	168	281	626	1,075	15.6	26.2	58.2
Houseworkers.....	37	43	192	272	13.6	15.8	70.6
Other Classified Absentees	113	139	914	1,166	9.7	11.9	78.4
Non-Classified Absentees.	60	39	160	259	23.2	15.0	61.8
TENANTS' CHILDREN.....	345	331	713	1,389	24.8	23.8	51.4
Farmworkers.....	178	186	315	679	26.2	27.4	46.4
Houseworkers.....	16	27	82	125	12.8	21.6	65.6
Other Classified Absentees	118	94	261	473	25.0	19.8	55.2
Non-Classified Absentees.	33	24	55	112	29.5	21.4	49.1
ALL CHILDREN.....	750	847	2,676	4,273	17.6	19.8	62.6

* These figures do not include the four schools which had been open fewer than 80 days prior to the investigators' visits.

Table E shows that 17.6 per cent of the children attended fewer than 60 days up to the day of visit, 19.8 per cent attended 60 to 79 days, and 62.6 per cent attended 80 days or over. Were all those who attended fewer than 80 days exempted? It is true that the 15-year-olds and all children who have completed the seventh grade are not required to go to school. In our study are included all such children, but the total of these is only 8.1 per cent, and if all of them had attended fewer than 80 days there would still be a large per cent, not accounted for. It is also true that our information was not obtained at the very end of the term and therefore children who attended 60 to 79 days still had some time to make

up the period required. But even if they had done so, they would not have complied with the law, as the attendance was not continuous, the law specifying: “. . . the period of compulsory attendance for each school shall commence at the beginning of the school, unless otherwise ordered by the county board of education or by the board of education of an incorporated city or town.” Distance from the school building, physical and mental incapacity, and poverty are legitimate reasons for non-attendance, but even if we grant that many of these absences were legitimate it cannot be safely asserted that all were so, the total per cent being too high.

Making further comparisons we find that 68.3 per cent of owners' children and only 51.4 per cent of tenants' children attended 80 days and over. The farmworkers attended less than the other classified absentees, either owners' or tenants' children. Whether they were obeying the law or not, such prolonged and frequent absence leaves but meager opportunity for education. These absences in many cases are chronic, as the following illustrations will show.

In one school (in session for 139 days) four children, 9, 10, 12 and 13 years old, were in the first grade and were not to be promoted. Each had been absent 70 days for farmwork, three having been absent four days and one for five days in addition owing to illness, which made their attendance 65 and 64 days respectively. The school was to be in session three to four weeks longer, but in all probability they would not attend, farmwork being so urgent in springtime.

In another school (in session for 116 days) a 15-year-old child in the fourth grade, who would not be promoted, was present 33 days and absent 83 days for farmwork. Another child of 14 years, in the third grade, was to be promoted, but had been away 51 days for farmwork. The school was to close in two or three weeks.

Again, a child of 14 in the second grade who would not be promoted was absent 85 days for farmwork and present in school only 10 days. Another, 13 years old, in the fourth grade, and not to be promoted, was absent for farmwork 58 days, and present 37 days. Two children of 15 were in the fifth grade and would not be promoted, one having been absent 43 days and the other 52 days for farmwork.

In another school which had been in session for 77 days, a child of 15 years in the second grade who was not to be promoted came to school only two days and was absent for farmwork the rest of the time.

In tables F and G the total number of days lost for each cause is given. From these we see that the four leading causes of absence are farmwork, housework, illness and indifference. When we compute the average number of days of absence for each child, for each of these four causes, we find that each farmworking owners' boy missed on the average nearly 40 days out of an average of 120 days that he should have attended, 27 on account of farmwork, 6 because of illness, 3 because of indifference and the rest for miscellaneous reasons. Farmworking tenants' boys lost 49 days, 34 for farmwork, 6 for illness and 4 for indifference.

The other classified boy absentees belonging to home-owning families, lost on the average 25 days as compared with 43 for the tenants' boys. This is less than the average number of days lost by farmworkers for all causes, but the loss on account of illness and indifference is very much greater: owners' boys having lost 14 days for illness and 7 days because of indifference; tenants' boys 15 days for illness and 17 days because of indifference. Farmworking owners' girls missed 37 days—21 days for farmwork, 8 for illness and 3 on account of indifference. Farmworking tenants' girls lost 44 days—27 for farmwork, 8 for illness and 3 on account of indifference. Among the houseworkers, the owners' girls lost 33 days—16 (about half of the total) for housework, 8 for illness and 3 because of indifference. Tenants' girls of the same group lost 34 days—18 for housework, 10 for illness and 2 because of indifference. The other classified girl absentees of home-owning parents, lost on the average 23 days—14 for illness and 5 because of indifference. The tenants' girls lost 38 days—19 for illness and 11 on account of indifference.

TABLE F

NUMBER OF DAYS NON-MIGRANT BOYS WERE ABSENT FOR SPECIFIED CAUSES,
BY ABSENTEE GROUPS AND HOME TENURE OF PARENTS

	NUMBER OF		NUMBER OF DAYS ABSENT ON ACCOUNT OF							Mis- cel- laneous
	Boys	Days absent	Farm- work	House- work	Ill- ness	Bad		Indif- ference	Pov- erty	
						Weather	Roads			
OWNERS' BOYS.....	1,461	50,159	22,009	175	13,701	3,288	691	6,166	264	3,865
Farmworkers.....	818	32,509	22,009	36	5,284	1,573	152	2,133	125	1,197
Houseworkers.....	8	253	.....	139	78	24	.....	12	.....	.....
Other classified absentees.....	516	13,042	.....	.....	7,389	1,217	489	3,808	139	.....
Non-classified absentees.....	119	4,355	.....	.....	950	474	50	213	.....	2,668
TENANTS' BOYS.....	723	34,088	15,858	155	6,510	2,640	816	5,278	513	2,318
Farmworkers.....	465	22,934	15,848	24	3,025	1,086	174	1,838	122	817
Houseworkers.....	10	397	10	131	99	17	.....	31	36	73
Other classified absentees.....	197	8,479	.....	.....	2,902	1,381	602	3,269	325	.....
Non-classified absentees.....	51	2,278	.....	.....	484	156	40	140	30	1,428
TOTAL *	2,253	86,867	38,512	349	21,192	6,040	1,522	11,736	781	6,735
Farmworkers.....	1,315	56,729	38,502	60	8,747	2,700	341	4,003	247	2,129
Houseworkers.....	19	695	10	289	187	46	.....	43	36	84
Other classified absentees.....	734	22,317	.....	.....	10,778	2,645	1,091	7,335	468	.....
Non-classified absentees.....	185	7,126	.....	.....	1,480	649	90	355	30	4,522

* Totals include all for whom home tenure could not be ascertained.

TABLE G

NUMBER OF DAYS NON-MIGRANT GIRLS WERE ABSENT FOR SPECIFIED CAUSES,
BY ABSENTEE GROUPS AND HOME TENURE OF PARENTS

	NUMBER OF		NUMBER OF DAYS ABSENT ON ACCOUNT OF							
			Girls	Days absent	Farm-work	House-work	Illness	Bad		Indifference	Poverty	Miscellaneous and not specified
	Weather	Roads								
OWNERS' GIRLS.....	1,382	40,334	6,110	4,562	15,198	3,746	696	5,174	698	4,150
Farmworkers.....	277	10,167	5,885	181	2,117	572	187	722	23	480
Houseworkers.....	271	8,910	225	4,381	2,242	508	86	689	116	663
Other classified absentees.....	689	15,924	.....	.....	9,579	2,144	319	3,343	539	.....
Non-classified absentees.....	145	5,333	.....	.....	1,260 ^a	522	104	420	20	3,007
TENANTS' GIRLS.....	693	27,703	5,943	2,159	9,345	2,609	486	4,326	653	2,182
Farmworkers.....	219	9,612	5,847	126	1,711	682	135	626	95	390
Houseworkers.....	115	3,953	96	2,033	1,123	238	37	175	140	111
Other classified absentees.....	296	11,141	.....	.....	5,724	1,413	213	3,383	408	.....
Non-classified absentees.....	63	2,997	.....	.....	787	276	101	142	10	1,681
TOTAL*.....	2,118	69,550	12,108	6,826	25,131	6,407	1,199	9,676	1,573	6,630
Farmworkers.....	498	19,844	11,787	307	3,833	1,256	322	1,348	118	873
Houseworkers.....	400	13,222	321	6,519	3,505	756	123	901	256	841
Other classified absentees.....	1,006	27,904	.....	.....	15,731	3,590	549	6,865	1,169	.....
Non-classified absentees.....	214	8,580	.....	.....	2,062	805	205	562	30	4,916

* Totals include all for whom home tenure could not be ascertained.

In tables H and I we have the age and grade distribution of non-migrant owners' and tenants' children; also the per cent of children of each age. Of the 2,843 owners' children 14.3 per cent were 8 years old and there is a gradual falling off for each subsequent age except in the case of those 12 years old. Whether there really were more 12-year-old children, whether the rise was due to some error, or whether those children enrolled more regularly than the rest, it is impossible to determine. Besides there is only a small gradual decrease in the per cent of children of successive ages, but when we come to the 14 and 15-year-olds, we find that the decrease is rather marked. The fall is from 11.6 per cent to 7 per cent, which is undoubtedly due chiefly to the fact that compulsory attendance ceases at the fifteenth year.

TABLE H
DISTRIBUTION AMONG SCHOOL GRADES ACCORDING TO AGE,
OWNERS' CHILDREN

AGE	GRADE									To- TAL	PER CENT.
	1	2	3	4	5	6	7	8	9		
8 yrs..	184	139	60	17	5	...	...	...	...	406	14.3
9 " ..	86	106	120	63	23	4	.	...	...	402	14.1
10 " ..	53	79	91	104	55	12	1	..	...	395	13.9
11 " ..	19	33	57	108	85	34	5	...	...	341	12.0
12 " ..	11	27	63	95	107	89	28	4	1	425	14.9
13 " ..	12	11	25	60	79	83	62	12	2	346	12.2
14 " ..	2	9	19	37	64	81	77	33	7	329	11.6
15 " ..	2	3	8	17	32	55	55	16	11	199	7.0
Total...	369	407	443	501	450	358	228	65	21	2,843	100.0

Grade not stated for one 8-year-old child included in total.

One 14-year-old child, included among the 7 in ninth grade is in tenth grade.

Two 15-year-old children, included among the 11 in ninth grade, are in tenth grade.

Under the law the 329 14-year-old owners' children and 153 tenants' children are to be allowed to drop out of school as soon as they become 15 years old. Among the owners' children there were 23.4 per cent in the seventh grade; nearly two-thirds were below the seventh, of whom 24.6 per cent were in the sixth grade, 19.4 per cent in the fifth, 11.3 per cent in the fourth, 5.8 per cent in the third, 2.7 per cent in the second and 0.6 per cent in the first grade. For the tenants' children as usual, the case is even worse; over four-fifths are below the seventh grade, of whom 17 per cent are in the sixth grade, 21.6 per cent in the fifth, 19.6 per cent in the fourth and 7.8 per cent in each of the three lowest grades.

In the same tables we have the grade distribution. The figures between the heavy lines represent the number of children enrolled in the grades they normally belong in according to their age. Three grades are allotted to each age. Those to the right of the heavy lines are ahead of the normal grades and those to the left are below normal grade or "retarded." This rather generous method of classification was adopted because the compulsory attendance age begins at 8, yet it is quite normal for children to enter school at the age of 6. A child enrolling in the first grade normally at 6 years and advancing regularly from class to class, is in the third grade at 8. In the same way, a normal child beginning at 7 would be in the second grade at the age of 8, and one who enters at the age of 8 must necessarily be only in the first grade and therefore considered normal, because the law allows him to stay out of school until that age.

We find that among non-migrant tenants' children there were many more retarded than among owners' children, but as the age distribution is not the same, it was considered fair to compare only the children of the same ages. In the nature of things a group of older children has a higher per cent retarded than a group of younger children, because of their longer attendance at school and consequently greater opportunity to fall behind. The difference in age distribution is even more striking when the farmworkers, with 7.5 per cent 8-year-old and 9.9 per cent 15-year-old children are compared with the "other classified absentees" of whom the per cent of 8-year-old children is 20.8 and of 15-year-old children is only 3.2.

TABLE I

DISTRIBUTION AMONG SCHOOL GRADES ACCORDING TO AGE.
TENANTS' CHILDREN

AGE	GRADE									TO-TAL	PER CENT.
	1	2	3	4	5	6	7	8	9		
8 yrs...	160	52	15	5	...	...	...	...	...	232	16.4
9 " ..	108	52	44	14	4	...	...	...	...	222	15.7
10 " ..	38	60	48	33	23	1	...	...	...	203	14.3
11 " ..	28	37	37	43	23	9	2	...	...	179	12.6
12 " ..	22	31	43	40	32	18	5	...	...	191	13.5
13 " ..	16	23	25	32	27	24	8	2	1	158	11.2
14 " ..	12	12	12	30	33	26	21	5	2	153	10.8
15 " ..	4	4	7	13	20	12	9	7	1	78	5.5
Total...	388	271	232	210	162	90	45	14	4	1,417	100.0

Grade not stated for one 15-year-old child included in total.

Age not stated for one child in third grade included in total.

Table J which is based on the data of tables H and I, gives the total number of children of each age and the per cent ahead, normal, or retarded 1, 2, 3, and 4 years or more. Among those 8 years old 5.4 per cent of owners' children and only 2.2 per cent of tenants' children were ahead. Taking the succeeding years, we find that for each age, with the exception of 13 years where it was the same, the per cent of owners' children ahead of normal grade is higher than that of tenants'. On the other hand, taking the per cent of all owners' children retarded, regardless of the number of years retarded, we find it is lower for each age than that of tenants'. The per cent of normally enrolled children among those 8 years old is smaller for owners' children because all children of that age are necessarily either normal or ahead, and as there is a

greater per cent of children ahead among owners' children, there must be a smaller per cent normal. In the other ages, 9 to 15 years inclusive, we find there was a larger per cent normal among the owners' children than among the tenants' children.

TABLE K
TOTAL NUMBER OF MIGRANT TENANTS' CHILDREN AND PER CENT
AHEAD, NORMAL AND RETARDED

AGE	NUM- BER OF CHIL- DREN	PER CENT					
		Ahead	Normal	Retarded			
				1 yr.	2 yrs.	3 yrs.	4 yrs. or more
8 yrs.	136	1.5	98.5	....	....	....	....
9 "	131	.7	52.7	46.6	....	....	....
10 "	107	.9	41.2	30.8	27.1	....	....
11 "	100	....	33.0	35.0	17.0	15.0	....
12 "	108	.9	27.8	19.4	23.2	19.4	9.3
13 "	89	....	14.6	18.0	25.8	22.5	19.1
14 "	89	....	12.3	18.0	29.2	18.0	22.5
15 "	49	....	6.1	16.3	22.5	14.3	40.8

Table K gives the same information for migrant tenants' children. No table is given for the 275 migrant owners' children, because when distributed by ages there are fewer than 50 in each, which makes it worthless for percentage comparisons. The migrant tenants' children are even worse off than the non-migrant tenants' children, which leads one to the conclusion that because of the absence from school which it entails, change of residence during a school term contributes substantially to retardation.

In the earlier tables we considered the large groups of tenants' children, owners' children and children who moved into the districts visited after the opening of school or moved out before the

TABLE I

TOTAL NUMBER OF FARMWORKERS AND OTHER CLASSIFIED ABSENTEES AMONG NON-MIGRANT OWNERS' CHILDREN AND PER CENT AHEAD, NORMAL OR RETARDED

AGE	FARMWORKERS					OTHER CLASSIFIED ABSENTEES				
	Num-ber of Chil-dren	Per Cent				Num-ber of Chil-dren	Per Cent			
		Ahead	Normal	Retarded			Ahead	Normal	Retarded	
		1 yr.	2 yrs.	3 yrs.	4 yrs. or more		1 yr.	2 yrs.	3 yrs.	4 yrs. or more
8	82	3.7	96.3	....	....	251	5.6	94.4	....	....
9	100	3.0	69.0	....	....	239	7.1	74.9	....	....
10	126	.8	61.9	12.7	....	196	4.1	63.2	13.3	....
11	139	.7	59.0	14.4	7.9	134	3.0	70.9	7.5	3.0
12	203	1.5	46.3	18.2	7.4	148	1.3	64.2	8.8	6.1
13	164	...	35.4	21.4	9.1	114	.9	55.2	13.2	4.4
14	173	.6	24.9	23.7	13.3	84	...	46.4	16.7	8.3
15	108	...	8.3	25.9	22.2	38*				

* Number too small for computing percentages.

TABLE M

TOTAL NUMBER OF FARMWORKERS AND OTHER CLASSIFIED ABSENTEES AMONG NON-MIGRANT TENANTS' CHILDREN AND PER CENT AHEAD, NORMAL OR RETARDED

AGE	FARMWORKERS					OTHER CLASSIFIED ABSENTEES				
	Num-ber of Chil-dren	Per Cent				Num-ber of Chil-dren	Per Cent			
		Ahead	Normal	Retarded			Ahead	Normal	Retarded	
				1 yr.	2 yrs.				3 yrs.	4 yrs or more
8	69	1.4	98.6	....	....	126	2.4	97.6	....	....
9	93	1.1	43.0	55.9	....	92	1.1	56.5	42.4	....
10	98	....	45.9	33.7	20.4	75	1.3	57.3	30.7	....
11	85	....	36.5	23.5	22.4	65	3.1	43.1	20.0	....
12	98	....	21.4	19.4	26.5	53	...	35.6	20.3	8.5
13	102	....	18.6	16.7	21.6	30*	...	...	...	...
14	88	....	14.8	18.2	20.4	35*	...	...	...	...
15	51	....	5.9	5.9	19.6	11*	...	...	...	...

* Number too small for computing percentages.

investigators' visits. No comparisons were made between the per cent normal and the per cent retarded of the two smaller groups of farmworkers and "other classified absentees" within the groups of tenants' or owners' children. What does a comparison of these groups reveal? Table L gives the per cent normal and retarded of owners' children who were farmworkers and "other classified absentees." We find that of the "other classified absentees" 5.6 per cent were 8-year-old children who were ahead of their normal grades and that of the farmworkers, the corresponding per cent was 3.7. The same tendency recurs for most of the ages. The per cent retarded regardless of the number of years retarded, is higher for the farmworkers of every age. The number of "other classified absentees" of 15 years is too small for computing percentages; nearly all farmworkers of that age are retarded. Table M gives the same for tenants' children; exactly the same tendency is noted where figures are large enough to warrant computing percentages—indeed, they are even more retarded when the figures for each age are compared respectively with those of owners' children.

Seventy-eight children had not missed any time up to the date the schools were visited. Of these, 65 (22 boys and 43 girls) were owners' children, being 2 per cent of all owners' children; 13 (4 boys and 9 girls) were the children of tenants, being 0.5 per cent of all tenants' children. Sixty-two of the total were in normal grades; 3 were ahead of their normal grades; 9 were retarded one year, 3 two years and a 14-year-old boy, three years. These figures are too small to be of any value for comparison, especially when distributed among eight consecutive ages, but on the whole one sees that these daily attendants were less retarded than any of the other groups.

Table N gives the number and per cent of children who were to be promoted at the end of the term. As already stated the information was obtained near the end of the school term and therefore in all probability few changes were made when the time came for promotion. Only two-thirds of all owners' children and three-fifths of the tenants' were to be promoted. Again the per cent of farmworkers is lower than that of "other classified absentees," for both owners' and tenants' children. For the owners' children, the "daily attendants" (*i. e.*, children who did not miss a day up to the time of the visit), show a higher per cent of promotion than

any other group; it is natural that such should be the case, as they were able to cover the work better by attending more regularly. The 13 tenants' children were all to be promoted, but it would be an overstatement to call it 100 per cent because in all probability it is a mere coincidence. The significance of migration is brought out in this table; only 37.7 per cent of the known cases of migrants' children were to be promoted.

TABLE N

NUMBER AND PER CENT OF PROMOTIONS AND FAILURES FOR SCHOOL YEAR ENDED JUNE 30, 1918. (BASED ON 4,875 KNOWN CASES)

	NUMBER		TOTAL	PER CENT	
	Yes	No		Pro- moted	Not Pro- moted
NON-MIGRANTS.....	2,621	1,415	4,036	64.9	35.1
Owner's Children.....	1,781	848	2,629	67.7	32.3
Farmworkers.....	636	451	1,087	58.5	41.5
Houseworkers.....	175	101	276	63.4	36.6
Other Classified Absentees.	915	287	1,202	76.1	23.9
Daily Attendants.....	55	9	64	84.6	13.8
Tenants' Children.....	777	539	1,316	59.0	41.0
Farmworkers.....	383	302	685	55.9	44.1
Houseworkers.....	80	45	125	64.0	36.0
Other Classified Absentees.	301	192	493	61.1	38.9
Daily Attendants.....	13	....	13*		
MIGRANTS.....	316	523	839	37.7	62.3
Owners' children.....	102	116	218	46.8	53.2
Tenants' children.....	198	382	580	34.1	65.9

* Number too small for computing percentages.

What conclusions can be drawn from all these data? We have seen that the children of tenants were absent a greater number of days than the children of home-owners; that children who did

farmwork missed more time than the "other classified absentees" and that farmworking tenants' children were absent more than farmworking owners' children. It was also found that in the distribution of the pupils among the school grades according to age the children of tenants were more retarded than the children of home owners; that the farmworkers were more retarded than the other classified absentees, and in this respect also the farmworking tenants' children made a worse showing than the farmworking owners' children. It has been observed also that among tenants' children the per cent promoted is lower than among owners' children and that the per cent for farmworking tenants' boys was lower than for farmworking owners' boys. The children of migrants were more retarded than the children of non-migrants. There were four times as many owners' children as tenants' children who did not miss a day during the school term. The daily attendants were less retarded and more successful in passing to higher grades than any other group of children.

The law allows children to drop out of school as soon as they become 15 years old, irrespective of the grade they are in, and full advantage of this fact is taken, as the figures show, the number of 15-year-old children being much smaller than that of the 14-year or 13-year-olds. Not quite two-thirds of the 14-year-old owners' children and more than four-fifths of the tenants' children of the same age were enrolled in grades below the seventh, so when they leave school their education is but meager. An additional year would enable many to complete their course and for this reason the maximum limit for compulsory attendance should be raised so as to include the fifteenth year. Indeed, the law at present may be construed to require attendance up to the sixteenth birthday.

In preparing the tables the several classifications were adopted with a view to shutting out other contributing factors, but no claim is made that this has been accomplished and that only farmwork among farmworkers and tenancy and migration of parents among tenants' children were the sole reasons for retardation. And yet it is not assuming too much to say that tenancy and migration of parents, and farmwork of children are leading factors in non-promotion in the communities visited. Discussion as to how to remedy the tenancy and migration problems would hardly be in place in this report. But to try to find out what can be expected,

in the future, of the enforcement of the compulsory attendance law, and whether the law as it stands now can reduce the per cent of retarded children is of vital importance, and demands immediate attention.

The law requires only 80 days of attendance for each year. The course of study is prepared for a seven or eight months' school term, but the length of the term varies according to the local interest and support from four to eight months. What must happen under these conditions in a short-term school? Can even the children who attend regularly be expected in four or five months to cover work prescribed for seven or eight months? Under exceptionally favorable circumstances they may do so, but are short term rural schools operating under exceptionally favorable circumstances? Can their teachers, who are in most cases below the average in training and ability be expected to cover the ground in such a short period? The result is that at the end of the term, instead of being promoted, children are assigned to the same grades for the following year and must stay there until the required work has been done. The usual annual change of teachers helps to prolong the time required for getting through the course and it very frequently takes one and one-half or even two years to complete one year's work. This naturally retards a child even when both he and his parents do everything in their power to insure regularity of attendance.

Now let us see what the four months' compulsory attendance law can accomplish in an eight-months' school. Each child has to begin when school opens; the more regular the child is, the sooner he can leave school, and where the attendance officer is conscientious, school may not be missed for the first four months. After the provisions of the law have been complied with, the child who attended merely because he was obliged to do so, drops out and the rest of the children go on with the work. The following year those who were present only the required period in the preceding term naturally have to go back to the same grade and repeat the work. They may never have an opportunity to get ahead. The only remedy for this, and indeed the first step that must be made in any improvement in the conditions outlined above would be to extend the required period for attendance under the compulsory education law so that it will cover the entire school term.

CHILD LABOR LAW ADMINISTRATION

FLORENCE I. TAYLOR
National Child Labor Committee

The present child labor law was passed in 1915 but as the 14-year limit did not go into effect until September, 1916, the enforcement of it as it now stands dates only from that time. The law is inclusive in its provisions, applying to all occupations except domestic service and agriculture, with no exemptions except business offices and mercantile establishments in cities or towns under 25,000 when schools are not in session. It requires work permits of children between 14 and 16, issued by the school superintendents; prohibits work by children under 16 between 6 p. m. and 6 a. m.; has a 16-year limit for dangerous and injurious occupations; and a 12-year limit for boys and an 18-year limit for girls engaged in street trading in the larger cities of the state; and a state official is charged with its enforcement.

Practically no attention was given in this study to the establishments to which the federal child labor law, recently declared invalid, applied, as the object was to obtain information about the state law and state methods of enforcement. This confined the investigation mainly to children employed in mercantile establishments, offices, drug stores, laundries, and similar establishments to which the federal law did not apply.

The Supreme Court decision that the federal law was unconstitutional leaves only the state law to regulate mills, canneries and manufacturing establishments. It has the same standards as the federal law except that it has an 11-hour day, 60-hour week, instead of an 8-hour day, 48-hour week for children under 16. The methods of enforcing the law in such establishments, however, will not be materially affected as the State Factory Inspector acted as federal inspector for Alabama and state work permits were accepted by the federal authorities in lieu of federal certificates of age. The same procedure will be followed by the state depart-

ment in enforcing the state instead of the federal law in mills and factories and the recommendations made in this report, based on a study of the department's work in enforcing the state law as it applies to mercantile establishments, offices, etc., will apply equally to its work in the cotton mills as the enforcement machinery is similar.

State Inspection Department

Under the terms of the law, the State Prison Inspector, who is appointed by the State Board of Health, and his assistants, are authorized to inspect the places where minors are employed. For the purpose of administering this law, he is designated as State Factory Inspector and his assistants as deputy factory inspectors. The State Inspector has two deputy inspectors and a chief clerk and this force of four is responsible for the inspection of all the jails, almshouses, and child employing establishments in the state. The department is not even supplied with a stenographer, hence part of the time one of the two deputies has to serve as such. This deputy is assigned to inspection of all the stores, offices, laundries, etc., in the state, and the other covers the cotton mills. The time that the State Inspector and the chief clerk have for inspection is given mainly to the prison and almshouse work although the Inspector is able to make some child labor inspections.

Work Permit Blanks

One of the strong points of the law is the fact that its enforcement is centralized in the hands of the State Factory Inspector who is authorized not only to inspect establishments where children are employed but also to prepare the blank forms used in the issuance of work permits. The law requires that children between 14 and 16 must have work permits (designated as "employment certificates") issued by superintendents of schools before they may be employed. Permits are issued upon receipt of a school record showing attendance at school 60 days in the preceding year, and documentary proof of age, or if this can not be obtained, upon a certificate of physical age signed by a public health or public school physician supported by the parent's affidavit. In many states the State Department of Education is charged with the duty of preparing and

supplying to the issuing officers the blank forms necessary for issuing permits but as in Alabama this Department is not familiar with the technical difficulties involved in the enforcement of a child labor law, it is better that the inspection department have the authority to prepare them. Whenever it is found that they need to be revised, it is a simple matter for the inspection department to do so without having to persuade another department that it is necessary. This system also enables the inspection department to supervise the work of the school superintendents who issue the permits. In the enforcement of a child labor law, the issuance of work permits is just as important as the work of inspection. When blanks are issued by the inspection department their use can be carefully explained to the issuing officers and when inspectors find permits which have been illegally issued they can take the matter up with the issuing officer.

It was unfortunate that in centralizing the enforcement of the law to this extent, the centralization was not carried further by giving the State Inspector power to revoke permits which had been illegally issued. While there has always been a cordial spirit of co-operation between the inspectors and the issuing officers, and issuing officers have gladly revoked any permits that an inspector found to have been issued without proper evidence of age or schooling, nevertheless the State Inspector should be authorized by law to supervise the work of the issuing officers and to revoke permits not properly issued. Unless the department issuing blanks has the power to insure their right use there can not be uniformity of method throughout the state.

The forms which the child labor law requires are a school record blank to be filled out by the teacher showing that the child attended school for 60 days during the year immediately preceding his application for a work permit; one for the physician's certificate of age; one for the parent's affidavit of age which must accompany the physician's certificate; an eight weeks' schooling certificate showing that a child under 16 years employed in mill or factory has attended school 8 weeks during the year; a school record blank for newsboys showing that the child is a regular school attendant; and the work permit.

The requirement that a child must have attended school 60 days of the year "immediately preceding the date on which the

certificate is issued" is the cause of considerable confusion. In spite of the fact that it is explained on the back of the school record blank that the year "immediately preceding" does not mean the calendar year or the scholastic year but that if a permit is issued on March 30, the child must have attended school 60 days between then and March 30 of the previous year, issuing officers are frequently uncertain as to what is meant by this clause. This may be partly due to the examples used on the back of the blank. The first one is January 1 to January 1, which immediately makes the issuing officer think in terms of the calendar year. The next one is September 1 to September 1, which brings to mind the scholastic year. If other examples had been used, such as December 10 to December 10, or April 21 to April 21, the point might be clearer to the issuing officers.

The best way to clear up the difficulty, would be more frequent conferences between inspectors and issuing officers. But there are 95 issuing officers in the state and only two inspectors. Consequently inspectors do not get around very often and the inspection Department has to rely largely upon letters and printed matter to explain the law or changes in the requirements to issuing officers. This is very unsatisfactory as few issuing officers take the time to familiarize themselves with the law and pay little attention to communications about it which come in circular or printed form through the mail. Moreover, if they do not understand such communications, they rarely write to the State Inspector for information but wait until an inspector reaches their city. If the inspector does not see the issuing officer when in the city, the difficulties are never cleared up. By taking time to see the issuing officers frequently the inspectors eventually save themselves work because they will not find on file in factories and other child employing establishments certificates which have been illegally issued by an officer who has misunderstood some of the requirements of the law.

In addition to the vagueness and inadequacy of the school requirement, it is in conflict with the compulsory education law which requires a child between 8 and 15 years to attend school 80 days during the scholastic year. Issuing officers are at a loss to know whether to issue permits on 60 days' attendance during the previous 12 months as the child labor law requires or whether to require 80 days' attendance during the scholastic year in accordance

with the education law. But since a school requirement of 60 days is far from sufficient, the difficulties connected with this provision could be eliminated by raising the educational requirement for a work permit to the completion of the 4th grade, as is recommended later on in this report.

In the absence of any acceptable documentary proof of age, a certificate of age signed by a public health or public school physician is accepted if accompanied by the affidavit of the parent. Neither the physician's certificate nor the parent's affidavit is acceptable as proof of age without the other. Although on the back of the affidavit blank there is a statement to the effect that the affidavit must be accompanied by the physician's certificate, a similar statement does not appear on the latter blank. Hence permits are frequently issued on the physician's certificate alone. The inspection Department has prepared a digest of the requirements of the child labor law for the use of issuing officers which explains this point very carefully yet one of the most intelligent issuing officers told the investigator he thought he might as well discard his affidavit blanks as they were not required any more. He had a copy of the digest but had not read it carefully enough to know that both physician's certificate and parent's affidavit are required. He was perhaps not entirely to blame for this for on the work permit blank there is a line stating what kind of evidence may be accepted and this specifies "physician's certificates of age" without stating that the affidavit must accompany it. The lack of understanding of this provision is another argument for closer supervision of the work of the issuing officers by the inspectors.

If a work permit is issued upon some documentary proof of age which can not be filed with the other blanks at the office of the issuing officer there is no record of the evidence of age that was accepted. The family Bible may have been brought, or a life insurance policy or some other evidence which could not be left with the issuing officer. It is impossible under such circumstances for the State Inspector to find out without looking over the permits in the possession of employers whether illegal evidence of age has been accepted. In order to give him some means of checking up the work of the issuing officers it would be advisable to have the work permit issued in duplicate, one copy for the employer, and the other for filing in the office of the State Inspector.

Work of the Inspectors

Except for the work of the cotton mill inspector, child labor inspection has been largely confined to the three cities of Birmingham, Montgomery and Mobile. Some work has also been done in Anniston and Selma. As Birmingham is a city of almost 200,000 and Montgomery and Mobile have respectively about 50,000 and 60,000 inhabitants, it can readily be imagined what an almost hopeless task confronts the one inspector who has in addition to these cities all the smaller cities in the state. The department has been at a loss from the beginning to know whether to concentrate its small force in an endeavor to make some impression on the large cities or whether to scatter its efforts in the hope of reaching more places. Until recently the former policy was followed but now that the department feels that some impression has been made on these, it has begun to turn its attention to the smaller cities.

It would be useless to give any large amount of space to number and nature of violations found, for with such an entirely inadequate force of inspectors violations are to be expected. What it is important to know, is whether that force has been used in a way to get the best possible results. To do efficient work, an inspection department that is short-handed is dependent upon three things: (1) permit issuing officers who understand what they are doing; (2) co-operation from other organizations; and (3) publicity.

(1) As was suggested in the discussion of work permit blanks, issuing officers should be seen far more frequently than is now the case. There is doubt in the minds of many issuing officers, for instance, whether the child labor law applies outside of school hours and on Saturday. A number are under the impression that a child between 14 and 16 years who works only on Saturday does not need a work permit. In fact, one issuing officer got his own son a job in a grocery store on Saturdays, apparently in complete ignorance of the fact that the law makes no distinction between employment during and after school hours but prohibits the employment of children under 14 years and requires a work permit for children between 14 and 16 years employed *at any time*.

Hardly an issuing officer was interviewed who did not have some question about the application or interpretation of the law. One officer in a small city wished to know whether there was any exemption operative in the summer vacation. The law specifically states

that children over 12 years of age may be employed in mercantile establishments and offices in towns of 25,000 or fewer inhabitants and although the inspection department has preferred not to call attention to this clause, it serves as an example of what issuing officers are unable to find out for themselves with the text of the law at hand. Almost without exception, issuing officers are interested and wish to do the work correctly, but except in the three large cities, they have rarely received more than one or two visits from an inspector and are still uncertain of the proper method of issuing permits.

(2) The difficulty the inspectors work under in trying to run down violations in the short time they can spend in each city is greatly enhanced by the lack of other agencies with which they can cooperate. In many states the inspection department receives valuable assistance from the school officials who report children found illegally employed by the truancy officers. In Alabama the period of compulsory school attendance lasts for four months only. In Birmingham the largest city in the state, no compulsory attendance officers were appointed to enforce the law last year (the first it was in operation) because there was no room for additional pupils in the existing schools and no money to build any more. A similar situation was found in one or two other cities. An 11-year old boy was found on the streets in school hours in one city who said he had tried to get into four schools and there was no room for him. In cities where an attempt had been made to enforce the law, it had been impossible to get attendance officers of the right type for the salary that the law provides—\$3.00 a day, or \$60.00 a month for four months. Some superintendents found that the only way to solve the difficulty was to persuade some salaried official to do the truancy work in addition to his regular work. The chief of police served in one city and in another the superintendent was considering the appointment of the tax collector and sanitary officer as truancy officers. Under such conditions inspectors can get little or no assistance from the attendance officers in locating violations. Nor can much help be expected from the probation officers. *No* probation officers have been appointed outside the large cities and in these they have all they can do in taking care of their own work. It is probable that more information could be obtained from these probation officers than has been in the past if they were advised of the importance of report-

ing to the inspection department all cases of violation that come to their knowledge. This was suggested by the inspector to the Mobile probation officer who appreciated the importance of close correlation in the work of child labor inspectors and probation officers and readily consented to report all violations detected.

With little co-operation to be had from public institutions like the schools and the juvenile courts, the only other agencies that might be called upon are private organizations such as relief agencies and women's clubs. But, taking the state as a whole, there are no relief agencies. An isolated charity organization society can be found here and there, and a few city welfare workers but there are no agencies well enough equipped and organized to have much information about employed children. The only organization that might be of use is the State Federation of Women's Clubs. In Birmingham a local child labor committee has been formed, the members of which make it their business to keep themselves informed about violations in the city. The inspector meets this group, is supplied with a list of places where violations have been found, and in this way loses no time in locating the most flagrant cases. In no other city is there a group to which the inspector can turn for information about conditions but must start in blindly to make a round of all the establishments. If the women's clubs would organize a local committee in every city to co-operate with the inspector, it is likely that very much more effective work could be done. In some cities visited by the investigator where a child labor inspection had never been made, merchants did not know there was a child labor law on the statute books that applied to them and enquired whether it was a "new law." They were in entire ignorance of the fact that it had been passed three years ago. Under such conditions, the first inspection can be merely educational. If there had been local child labor committees in these cities they could have been made responsible for informing the employers of the existence of the law. Copies of the digest could have been placed in the hands of the employers who could have been held responsible from that time on. The digest was sent by the inspection department to employers in the large cities and to the cotton mills, but in the places most seldom reached there was no supplementary machinery for informing employers of the existence of the law. Such a local committee could also be useful in providing relief for

needy cases. There is no mothers' pension law in Alabama and inspectors are frequently discouraged and tempted to ignore some cases of violation because there is no agency to which they can refer children who can not legally be employed but whose families are in need of financial assistance. In Birmingham the local committee handles such cases. If a child applies to the issuing officer for a work permit and can not qualify for one but is actually in need of the money, or the inspector finds a child illegally employed who needs help, the case can be referred to the committee which will pay the family the amount the child could earn until he is able to qualify for a permit. In Mobile County there are two welfare workers who enforce the compulsory school law and who have funds supplied by the Child Welfare Bureau of Mobile to take care of the needy cases. In the city of Mobile there is at present no one to whom such cases can be referred. A mothers' pension law is badly needed, but if this can not be secured, local child labor committees should be organized to supply financial aid.

(3) The last resource of a small enforcing department is publicity, and the best way to give publicity to a law is by prosecuting employers who violate it. Until recently there had been no prosecutions since the present inspector went into office in the spring of 1917. Inspectors went their rounds again and again and while conditions improved very materially there were employers who were repeatedly found violating the law, and there were others who had not been made aware of its existence through the publicity which prosecutions give. A few prosecutions in every city are worth several tours of inspection in acquainting all employers with the law and making them feel that it is a serious matter to violate it.

It has been the custom of the State Inspector to require the deputy inspectors to return to the main office to report violations. Then if it is decided to prosecute any employers, the deputy returns, swears out warrants, and proceeds against them. In this way much valuable time is lost and the prosecution is not nearly as effective as if the deputy inspector had sworn out a warrant as soon as the violation was found and had brought proceedings at once. Cases have been prosecuted recently in Birmingham and Montgomery and if this policy is extended to the smaller cities the work of the inspectors will be greatly simplified and they will be able to cover more cities than has been possible in the past. In

addition to the publicity resulting from prosecutions, the department could also assist itself in making the law known throughout the state by giving the newspapers occasional information about its activities. The people at large know nothing of the law except that they have a vague idea there is one applying to cotton mills. They have not the least idea that it applies to all work except domestic service and agriculture and that there is a department charged with its enforcement.

None of these methods for securing wider enforcement of the law are adequate substitutes for more inspectors. Without a very much larger force, any work done is carried on under disadvantages that make the prospects for success almost hopeless.

Conflicts with Compulsory School Law

The work of the inspectors is still further complicated by the fact that the compulsory education law was drawn up without any regard to the child labor law and conflicts with it in several respects. The education law requires a child to attend school until he is 15 years old but permits exemptions in cases of extreme poverty, and for various other reasons. In Mobile about 17 of these exemption certificates were issued before it was found that children were using them to obtain employment. Under the child labor law no child under 14 years can work at any time, but the employer naturally thinks that if the child has been excused from school by the school officials he can employ him. The inspector had to remove all these children and supply the school officials with a rubber stamp for marking all exemption certificates with a notice that they could not be used in lieu of work permits. The demand for exemption certificates ceased after that. These exemptions to the compulsory attendance law ought to be abolished, for so long as a child can not go to work under 14 years, there is no object in exempting him from school attendance.

Confusion is also caused by the discrepancy in the age limits fixed by the education and child labor laws. Under the education law a child must go to school until he is 15 but under the child labor law he can go to work at 14. This difficulty could be cleared up by making 16 years the maximum age limit for compulsory school attendance and by amending the child labor law so as to prohibit a child under 16 years working during school hours. As the law

now stands, the employer is informed by the child labor inspector that he must employ no children under 14. The child labor inspector is followed by the attendance officer who removes all children under 15. Naturally the employer is annoyed and is inclined to think that neither officer knows what the law is.

A third source of confusion is to be found in the duplicate system of permits called for by the child labor and compulsory education laws. Under the child labor law an employed child between 14 and 16 years must have a work permit issued by the superintendent of schools. The compulsory education law requires a child between 8 and 15 years who is employed during school hours to have a permit from the board of education. Since no child can be employed under 14, and since one between 14 and 16 must have a permit, there is no need for the other permit called for in the compulsory education law and the clause requiring it should be stricken out.

Issuing Officers

Except in Birmingham, work permits are issued by school officials. In Birmingham the secretary of the Boys' Club has been authorized to issue them in the name of the school superintendent to whom he reports once a month. The advantages of having permits issued by the Boys' Club are that the Club is centrally located and open all the year. The disadvantages are the changing personnel and the fact that such work does not logically belong to a Boys' Club. Some secretaries of the club are interested in the work and realise the importance of doing it well but others consider that it takes time that should be given to regular club activities and would not object to having the work taken away and put back into the hands of the school superintendent. At the present time, however, there is probably no more satisfactory way of handling the work. A Bureau of Compulsory Attendance and Child Labor which would take the school census, enforce the education law, and issue the work permits might be a good solution of the difficulty but the city superintendent of schools says that no funds would be available for such a bureau now.

The question of the accessibility of issuing officers is a very serious one. Cotton mills are usually found outside the city limits and transportation is so poor that it is frequently impossible to ask

the children to come into the city to secure their permits from the city or county superintendent. Consequently the principals of schools in the vicinity of the mills have been designated as issuing officers and 44 of the 95 issuing officers are in mill schools. Where the work in one district is divided up in this way among several persons, no officer issues enough permits to become really familiar with the work. An officer who issues about one permit in two months for a near-by mill said she had to look up the law on every occasion and was never quite sure whether she was doing it right. The superintendent of schools in that city, while perhaps a mile further from the mill, understands the law and could issue the permits without difficulty. He issues them in the summer by requiring the principals to leave with him the school records of all eligible children. Of the 44 mill schools where there are issuing officers, only one is supported entirely by the mill and as this is very much below standard, it is not likely that the principal will be continued as an issuing officer very much longer. But in that same city the superintendent of schools has office hours only one hour a day, four days in the week, on two days of the week in the morning and on two in the afternoon. Children go there time and again for their permits and can not find him. If he is to be the only issuing officer in the city it will be necessary for him to give more time to the work.

Although the work of issuing permits is hampered by the fact that school officials are not always on hand during the summer vacation, there is no department other than the Department of Education which has as many and as accessible representatives. One superintendent was contemplating the appointment of the city clerk as issuing officer but the duties of a city clerk are numerous, and as he has not the same interest in a child of school age that the school superintendent has, it is probable that he would not issue permits with the same care. If he were interested, such an arrangement might solve the difficulty for that particular city. But in general the issuing of permits must remain in the hands of the school superintendents for the reason that there is no one else to handle them, and the summer vacation difficulty will have to be met by having the issuing officers appoint some one to act for them when they are away. This can be done if the example of the school superintendent who required the school records of all children

eligible for work permits to be turned over to him at the beginning of the summer vacation, is followed. It would be advisable, also, to reduce the number of issuing officers wherever it would be possible for the children to go to one officer.

Superintendents in small cities that have no cotton mills and have never been inspected, have never issued a single permit. In cities where there are cotton mills they have usually issued permits for cotton mills only.

Proof of Age

The common difficulty of all issuing officers is to find adequate proof of age. Birth records are difficult to secure because although the state has a birth registration law, the cards were kept by local officials previous to 1908 and were destroyed. Since then the cards have been filed with the State Registrar of Vital Statistics and have been preserved. Although the law requires that the name of the child be given on the birth record, and space is provided for it in the blank, it is not always filled in and shows merely that a "son" or "daughter" was born on such and such a date. This is useless for the enforcement of the child labor law for it is impossible to know whether the child who wants to go to work is the child whose birth was recorded in the certificate. Since birth certificates can almost never be obtained, and practically none of the families are foreign born so that passports or certificates of arrival are not to be had, the only acceptable proof remaining is a Bible record, a life insurance policy, or a physician's certificate of physical age supported by the parent's affidavit. A Bible record that has not been tampered with is considered by many issuing officers the most reliable proof of age but most of the officers find that they have to fall back very frequently on the physician's certificates of physical age. This is not very satisfactory as the standards prescribed in it are low, due to the fact they are the federal standards of height and weight which had to be made low enough to be a fair standard for foreign children of small stature.

The only satisfactory solution of the proof of age difficulty is an adequate birth registration law properly administered. While the records are being kept in good shape now, the state should be organized in smaller registration districts so that each city, each incorporated town, and each township would have its local registrar.

The present organization with county health officers acting as registrars, and municipal health officers where there are any, gives the local registrars too large a territory to cover adequately.

Violations

Since few establishments to which the federal law applied were visited for the purposes of this study, nothing can be said about the enforcement of the law there. In the three large cities of Birmingham, Montgomery and Mobile, conditions in local child-employing establishments have been greatly improved by enforcement. Ordinarily about 2 permits a week are issued in Birmingham but after a visit from the inspector 25 or 30 are issued. In the smaller cities which the inspectors have never visited or have visited only infrequently, children are employed in much the same way as they were before the law went into effect. Where the compulsory school attendance law is enforced they are kept in school 4 months of the year but after school hours and during the other 8 months the employment of children in stores, offices, theatres, hotels, and drug stores is not interfered with. One hotel uses men on the elevators during the day but in the evening three boys go on duty, two of whom are 15 and the other 11, and these boys work until 2 in the morning. Drug stores are also frequent offenders in the matter of night work. Children under 16 work frequently until 10 or 11 o'clock although the law forbids the employment of a child under 16 years after 7 p. m. The boys usually come on after school and work through the afternoon and evening rush. Another common occupation in which children engage is taking tickets at the "movie" theatres. In one city a boy of 9 and another of 12 were found doing this, although the law forbids the employment of children under 16 in theatres. The 9-year-old boy worked until 9 p. m., and the older one until 10.30. They were both going to school and the younger boy said he got up early in the morning to do his lessons, while the 12-year-old did his after he left the theatre at 10.30. The department stores employ children as inside messengers and for delivery work. Delivery service almost invariably means work after 6 p. m. as the stores are open until 6 and want to have goods delivered after that. Most store managers said if they could not use boys under 16 years after 6 o'clock they would have no use for them. Other children are taken on for Saturday only, and work

until the store closes Saturday night. A boy of 13 works as a messenger in a department store until 9.30 every Saturday night. Children are also used in restaurants until very late. One boy of 15 was employed in the kitchen until 12 o'clock every night and an attendance officer reported a boy of school age who was working all night in a restaurant. Fourteen-year-old boys were found working for the messenger companies until 10 at night in most of the small cities, and 13 and 14-year-old girls work in 5-and-10-cent stores until 10 or 11 Saturday nights. Some Western Union managers and some 5-and-10-cent store managers had received information about the law from district managers but this knowledge did not seem to be general.

Such conditions as these were found to exist before the enactment of the state law and it was upon such findings that the law was drawn to apply to all occupations. It is hoped, now that the law is fairly well understood in the large cities, that some attention can be given to the smaller cities where the law is still entirely unknown.

Prosecutions

Five Montgomery employers were recently prosecuted for violation of the child labor law, four of whom pleaded guilty and paid the minimum fine and costs. The other defendant asked that the case be tried and the judge handed down the opinion that if an employer hires a boy under 16 in the belief that he is over 16 he is not guilty. It is of course a very simple matter for an employer to believe a boy is over 16. The boy and various members of his family say that he is, and the court holds that this is evidence of the good intent of the employer and that therefore he is not guilty of violating the law. Under this decision employers all over the state could employ children on the mere statement of some member of the family that the child is 16. Such evidence of age is not accepted in issuing work permits to children between 14 and 16; documentary proof of age must be produced, or if this is not available, a physician must certify to the child's age. There is no reason why an employer should not be required to secure equally reliable evidence before employing a child who represents himself to be over 16 and if he does not secure it, he should be held guilty. In a similar case in Wisconsin the judge gave it as his opinion that "the employer is charged with the duty of ascertaining, at his peril,

the age of a minor and of employing persons of lawful age only. False statements of the minor or his parent as to the age of the minor, is no defense for the employer."

Under the present child labor law if an inspector believes a child to be under 16 he can require the employer to produce satisfactory proof of age that the child is 16. If the employer can not produce such evidence he must dismiss the child. This clause should be amended to give the inspector authority to prosecute an employer if a child in his employ is proved to be under 16. This would force the employer to secure a reliable evidence of age before employing a child if he wished to protect himself from prosecution. Such a clause should be supplemented by one requiring issuing officers to give age certificates to children claiming to be over 16 years of age when employers request them.

Street Trades

In addition to the enforcement of the law in all child-employing establishments the department of child labor inspection is also charged with the enforcement of the street trading section prohibiting boys under 12 and girls under 18 from selling papers, etc., on the streets in cities of 25,000 or more. The department is supposed to receive assistance from attendance and probation officers in the enforcement of this section, but as already pointed out, attendance officers have never been appointed in some cities and where they have been appointed, work only for four months. The department has done very good work in securing the co-operation of the newspapers themselves and fairly good results have been obtained in this way. But street trading is the most difficult kind of work to regulate and little permanent impression can be made upon it without the assistance of local officers. The children are constantly changing, they get their papers from dealers and from each other as well as from the newspaper office, and they have no definite place of employment. The circulation manager of the newspaper is supposed to see that no papers are given to a boy who does not wear a seller's badge obtained from the superintendent of schools but he can not be held responsible for the boys who get their papers from dealers or from other boys. More co-operation might be secured from the teachers, some of whom do not know the law and fail to realize that children can sell papers only outside of school hours. In Montgomery a boy

who was selling extras at noon was asked why he was not in school. "When there's an extra out they call up the principal from the newspaper office and she lets us out at noon," was his reply. If the inspector met the teachers occasionally and explained the law to them, better observance might be secured. One provision in the street trades section which renders its enforcement somewhat ineffective is that which gives only the juvenile court power to revoke a boy's badge. The juvenile court calendar is very frequently too crowded to enable the judge to get around to cases of violation of the street trading law. If the school officer who issued the badge or the child labor inspector had the power to revoke it if the child violated the law, enforcement would be speedier and more effective.

In towns where there are army cantonments, conditions were found to be particularly acute. In Montgomery where the street trading law applies, since it is a city of more than 25,000, the department had the situation fairly well in hand. But in Anniston and Florence, both towns of fewer than 25,000 inhabitants in normal times, the population has more than doubled since the location there of cantonments or industrial plants and the presence of thousands of outsiders has created a demand for out-of-town papers which never existed before. In Anniston, boys of 8 and 10 get up at 4 in the morning, get their papers at the station and go out to the camp with them. They come back to town between 8 and 9, and many do not go to school but remain on the streets selling during school hours. The inspection department drafted a municipal ordinance to take care of these children and it is to be hoped that the city will act favorably upon it for the state law can not be made to apply without amendment. In Florence the situation is almost as acute, due to the enormous number of men who had been brought to the town to work on the government nitrate plant. As the industrial development going on there is of permanent character and will greatly increase the population of Florence and the neighboring cities of Sheffield and Tuscumbia, it would be advisable either to secure municipal ordinances for these cities or to extend the state law to apply to all cities and towns of 5,000 or more. With the present force of inspectors it would be useless to extend the state law. If the force can not be increased, municipal ordinances would be better.

War Problems in Other Occupations.

The employment of children in other occupations has also been greatly increased by the presence of cantonments and large industrial plants. The mercantile and food stores, drug stores, restaurants, and movies can hardly keep pace with the demands made upon them. In addition to the unprecedented demand for service, the industrial plants have created an acute labor situation. They have drained the local labor market of all men and older boys and the merchants have no labor supply but the younger children. One Western Union man complained that he could not keep any boy because the men from the industrial plant came to his office and persuaded him to go to the plant by offering him high wages. The child labor law applies to these occupations, however, and the under-age children could be eliminated in a few inspections. Anniston has received considerable attention and the situation is vastly improved. On the first inspection, a 13-year-old boy was found who delivered for a market until 2 a. m. Sunday. His employer never heard of the law and "just let the boy work until he got through." With an occasional visit from the inspector and a few prosecutions, it is safe to say that such conditions would never return.

Hours of Labor

Before the Supreme Court's decision that the federal child labor law was unconstitutional, it seemed that it would be a simple matter to have the state law amended with regard to the hours of labor. The present 11-hour day and 60-hour week, was written into the law by the cotton mill interests before the federal law was passed. When the federal law was in force the cotton mills could not employ children under 16 more than 8 hours a day, and therefore would not have opposed a similar standard for other industries. But two days after the Supreme Court decision was rendered the children were put back on the 11-hour schedule and any attempt to amend this section of the law is likely to meet with bitter opposition. The attempt should be made, however, as it is intolerable to think of a return to the 11-hour day. As there are no other industries which work children for so many hours, none would be seriously affected by an 8-hour law. Stores, movies, restaurants and the telegraph companies frequently work children until late at night but this is

illegal under the night work provision of the law, and since children do not go to work very early in the morning in any of these establishments, an 8-hour day would not change the hours schedule very materially. Children who began work at 8 in the morning would leave at 5 instead of 6 at night, but employers should be able to adapt the work to those hours without great inconvenience.

Educational Requirements

As was suggested in the section on "Work Permit Blanks," the educational requirement for work permits is far too low. Some states require the completion of the elementary school, others of the 5th, 6th or 7th grade. In Alabama there are 7 grades in the elementary school and the child should have completed at least 4 of these before he is permitted to sever his connection with the school and go to work. If a child leaves from any grade lower than the fourth he has done nothing more than primary work and the road back to illiteracy is very short for the child who has not gone far enough to do a little original thinking.

Another section in the law requires children between 14 and 16 who are employed in mills or manufacturing establishments to attend school 8 weeks each year. There is no particular reason why children in mills and factories should be required to attend school when other employed children are not, and this third educational requirement, different again from the requirement for work permits and the compulsory education requirement, is enough to confuse the most intelligent issuing officer. The clause should be stricken out and no attempt made at continuation schooling until it can be extended to all employed children and there are school facilities to take care of them.

Reports of Issuing Officers

The law requires the superintendent of schools to report each month to the State Inspector the names of all children to whom permits have been granted or denied during the preceding month. These reports constitute the only record the department has of the number of outstanding work permits and although it is impossible now to find out how many there are because the returns are not complete, the department is making a special effort to secure com-

plete reports every month. When no permits have been issued, the department requests issuing officers to send in the monthly blank with "No Report" written on it so that the department's record will be complete and no time or postage will be wasted in trying to get the reports. The law does not require the officers to make a report if no permits have been issued and as one or two officers have objected on the ground that the law does not require them to do so, it would be well to amend the law specifying that officers must report every month whether any permits were issued or not.

Vacation Employment

The present law permits the employment of children 12 and over in business offices and mercantile establishments in towns of 25,000 or fewer inhabitants when the public schools are not in session. No work permits are required of these children so that although an age limit of 12 is specified in the law, no proof of age is necessary and a child of any age may represent himself to be 12. Vacation employment, where it is permitted at all, should be as carefully safeguarded as regular employment. It would be advisable therefore, to provide for vacation permits to be issued to children 12 and over in such towns, based on the same requirements as for regular permits except that they should be good in offices and stores only for the summer months and that children need not have completed the fourth grade to secure them.

Reorganization of Inspection Department.

At present the child labor act is the only state labor law and the act providing for the inspection of almshouses and jails is the only one that belongs in the fields of charities and correction. Since there was no labor department and no state charities department when the child labor law was passed, the best solution seemed to be to combine the work of child labor inspection with that of the existing machinery for the inspection of jails and almshouses. But such a combination of duties makes the work of the State Inspector very difficult as each field calls for such entirely different knowledge and interests that no inspector could be well qualified to enforce both laws. If the next legislature passes the proposed workmen's compensation act, the child labor law might well be administered

by the same machinery created for its enforcement, organized as a Department of Labor. If a Department of Labor is not organized but instead a State Board of Social Welfare is created, and if the workmen's compensation law is administered by a division of this board, the child labor law should be administered by the same division. If no workmen's compensation law is passed the child labor law should be administered by a division of child welfare in the proposed State Board of Social Welfare.

Summary of Recommendations

The more important recommendations may be summarized as follows:

I. Amendments to child labor law.

1. Clause prohibiting employment in any occupation of children under 16 during school hours to make age limit in child labor law correspond to age limit in compulsory education law.
2. 8-hour day, 48-hour week, in any occupation under 16 years.
3. Clause authorizing inspector to investigate evidence of age upon which work permit was issued and suspend it if illegal evidence has been accepted.
4. Clause requiring issuing officers to give children claiming to be 16 or over age certificates when employers request them.
5. Omission of clause requiring children between 14 and 16 working in mills and factories to attend school 8 weeks each year.
6. Raising of educational requirement for work permits from 60 days during previous year to completion of 4th grade.
7. Clause requiring issuance of vacation permits to children between 12 and 14 for employment in offices and stores in towns of fewer than 25,000 inhabitants during summer vacation on same requirements as regular permits except educational.
8. Issuance of permits in duplicate—one for employer, and one for state inspector.
9. Extension of authority to revoke newsboy badges to school superintendents or other issuing officer issuing them and authorizing inspectors to show cause why they should be revoked.
10. Organization of Department of Labor to administer proposed workmen's compensation act and the child labor law, or creation of a State Board of Social Welfare with a division of child welfare which would administer the child labor law.
11. Two additional inspectors and sufficient clerical help.

II. Conflicts necessitating amendments to compulsory education law.

1. The maximum compulsory school attendance age limit should be raised from 15 to 16 years and the exemptions to the law should be abolished as there are no exemptions to the child labor law permitting the employment of children under 14 during the school year.
2. Section 9 of the compulsory education law of 1915 requires a child between 8 and 15 who is employed during school hours to have a permit from the Board of Education. Under the child labor law no child may be employed at any time until he is 14 and between 14 and 16 must have a work permit issued by the superintendent of schools. The permit called for in the compulsory education law is an unnecessary duplication.

III. General recommendations.

1. Closer co-operation with issuing officers.
2. Organization of local child labor committees.
3. More prosecutions, giving inspectors power to swear out warrants and prosecute without reporting to main office.
4. Extension of inspection to smaller cities, especially those where cantonments or war industries have created abnormal conditions.
5. Municipal ordinances regulating street selling in towns where problem is acute and is not covered by state law.
6. Co-operation of school teachers and principals in enforcing street trades law.

JUVENILE COURTS AND PROBATION

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INTRODUCTION

This inquiry was undertaken with a view to learning how well the juvenile court is serving the purpose for which it was created, in what respect it has failed, if at all, and what should be done to make it fully successful. A questionnaire was sent to the juvenile courts of the 67 counties of the state, asking for the number of cases dealt with in the year 1917, whether separate dockets for children's cases were kept, whether separate trials were held, what disposition was made of each case, and what were the chief causes of local delinquency and dependency. The counties of Jefferson, Mobile, Montgomery, Dallas, Madison, Lee, Pike, Etowah, Walker, Tuscaloosa, Calhoun and Houston were visited and the probate judges who, except in Jefferson and Mobile Counties, serve also as juvenile court judges, were personally interviewed, as well as the probation officers, if any, the sheriffs, chiefs of police, judges of recorder's courts and heads of charitable societies. The available records and dockets of the courts were carefully examined, and detention homes, if any existed, were visited. If it was reported that children were held in jail, this was visited and its condition observed; and the relation between the courts and societies engaged in placing out children was noted.

Replies to the questionnaires were received from only 30 counties; of these 26 keep separate dockets for children's cases but only 5 have probation officers. Juvenile court work is commonly carried on either without investigation of the homes, surroundings and circumstances of children, or local charitable agencies are relied upon to furnish such information. In most of the counties of the state no probation work is done and no records of dependent and neglected children are kept. Very few relief societies are able to supply statistics of their work. In many small towns the mayor acts as father adviser, as well as judge of the recorder's court to

small boys whom he generally reprimands and dismisses when brought before him by the police. No records are made of such proceedings.

County	Number of Children Passing Through Courts in 1917		
	White	Colored	Total
Baldwin.....	2	1	3
Bullock.....	1	10	11
Calhoun.....	63	13	76
Chilton.....	10	0	10
Colbert.....	3	5	8
Conecuh.....	3	4	7
Cullman.....	3	0	3
Dale.....	1	3	4
Dallas.....	13	29	42
DeKalb.....	3	1	4
Escambia.....	1	0	1
Franklin.....	3	1	4
Geneva.....	3	1	4
Houston.....	6	4	10
Jefferson.....	870	524	1,394
Madison.....	8	2	10
Mobile.....	87	96	183
Montgomery.....	168	286	454
Pike.....	2	1	3
Tuscaloosa.....	9	4	13
Washington.....	1	1	2
	1,260	986	2,246
Lee reported 54 and Walker 20 white and colored children.....			74
			2,320

The courts in Birmingham, Montgomery, Mobile, Selma and Huntsville, the five largest cities, were intensively studied because of the larger problems they face. Only Mobile and Birmingham have detention homes. The others use the jail when detaining a child awaiting trial and until sent to institution after trial, though rarely for more than a few days at a time. Paid probation officers give their entire time to the work in Birmingham, Montgomery and Mobile; in Selma a colored officer, who is paid a very small monthly salary, is assigned to cases of negro children, the advisory board serving as probation officer for white children. In Hunts-

ville, the judge relies entirely upon the advisory board for such assistance, having no probation officer and no detention home.

The twelve counties visited lie in the mining, industrial, and agricultural sections, including the "Black Belt," and hence the study has comprehended conditions prevailing in these well-marked divisions, while at the same time the territory chosen has afforded the opportunity to observe the operation of the two special juvenile court acts now in force in the state, as well as the state-wide law.

JUVENILE COURT LAWS

The state has three juvenile court laws—one is state-wide in application, one relates to Mobile County exclusively, and one to Jefferson County exclusively.

The state-wide law confers upon the court jurisdiction over children under 16 years, but makes no clear distinction between delinquent and dependent or neglected children. All children under 16 years of age over whom the court has jurisdiction, are declared to be wards of the state. The law reads:

"Any child under sixteen years of age who violates any law of the State, or who violates any ordinance of any municipality of this State, or who is incorrigible; or who knowingly associates with thieves, or gamblers; or who is growing up in idleness or crime; or knowingly visits or enters a house of ill fame; or who knowingly visits or patronizes any policy shop, bucket shop, pool room, billiard room, bar room, or club room, where liquors are kept or drunk, or served to members; or where any gaming table, or device for gambling is operated, or who loiters about any such places; or who habitually smokes cigarettes; or who wanders about the streets at night without being on any lawful business; or who habitually wanders about any railroad yards, or tracks, or jumps or hooks on to any moving engine or car; or unlawfully enters any engine or car; or who habitually uses any vile, obscene, profane, or indecent language; or is found in possession of any indecent, lascivious book, picture, print, card or paper; or who is in possession of any pistol, dirk, bowieknife, or metal knuckles; or is guilty of immoral conduct in any public place, or in or about any school house, or who engages in any occupation, calling or exhibition, or is found in any place for permitting which an adult may be punished by law; and generally, any child who so deports himself, or is in such conditions, or surroundings, or is under such improper, or insufficient guardianship, or control, as to endanger the morals, health, or general welfare of such child, shall be deemed a ward of the State, and entitled to its care and protection; and the State shall exercise its right of guardianship and control over such child in the manner hereinafter provided."

It thus appears that delinquent, dependent and neglected children are placed under the jurisdiction of these courts. While the question has not been determined or even raised, the wording of the act is probably such as to give jurisdiction over defective children not receiving proper care or treatment.

The state-wide law also grants to the court jurisdiction over persons contributing to the delinquency of a child or who are responsible for its dependency or neglect. It embodies the best principles of the juvenile court theory—that is, the chancery court procedure, designed not so much to punish children as to discover, and remove if possible the causes of their delinquency or to come to the aid of dependent or neglected children and to create for all of them conditions of life as nearly normal as possible. With regard to dependent or neglected children, the provisions of the law are so broad that these may be taken from their parents even when the neglect is due to religious faith. The court has the right to exercise jurisdiction over seriously sick children whose parents refuse to summon a physician or allow hospital care because of the tenets of their religion. Indeed, the state-wide law gives the juvenile court judge ample latitude in all cases of neglect—a feature which makes it superior to the special Mobile law.

The probate judge of each county is authorized by the state-wide law to act as juvenile judge in the absence of a special juvenile court. Recorder's courts have concurrent jurisdiction with probate courts only in reference to children who violate city ordinances. These courts, as a rule, transfer such children at once to the juvenile or probate court. The law provides that separate dockets shall be kept and separate trials held of all children's cases. The appointment of probation officers, both paid and volunteer, and of advisory boards to serve as assistants to the judge, is also provided for. The advisory boards are entrusted with general supervision over the court's work.

Failure of fathers to support and care for their children brings them under the jurisdiction of juvenile judges, but the provision of the non-support law by which the county was required to pay fifty cents daily out of the public funds to the wife or children of a deserting husband or father put to work upon the county road, was declared unconstitutional by the Alabama Supreme Court because of a defect in the title of the act. Still, even without the provision

for the relief of the family during the period of the deserter's services on the county roads, the non-support law has been of great service in the handling of cases of neglected children.

The state-wide juvenile court law recognizes the theory that the home is the best place for a child unless his parents or guardian be of such character as to be detrimental to his welfare, in which case the judge may place him on probation either in his own home or in a selected family, or may commit him to an institution. Under the state-wide law, a child awaiting trial may be kept in a jail, if no other place is provided for the purpose and if in the judgment of the court, it is absolutely necessary, but in a room entirely separate and apart from any in which adult prisoners are confined.

The special Jefferson County juvenile court law confers jurisdiction over boys under 16 years and girls under 18 years of age, who are "delinquent, indigent, neglected, or otherwise subject to discipline or in need of care and protection, of the state." The judge of the court must be a lawyer and must devote his entire time to the work of the court. The placing of a child in jail is forbidden, and provision by the county of a shelter or detention home is authorized. In other respects the law is practically similar to the state-wide act, except as to the appointment of the judge. The judge of the Jefferson County juvenile court is appointed by the governor for a term of six years.

The special Mobile County Act, creating a special juvenile court, does not require the judge to give all his time to the work. He must be a lawyer and is allowed \$50 a month for his services. A Juvenile Court Commission is provided for, and empowered to appoint the judge and the probation officers. The establishment of a detention home or homes, for the care of children awaiting trial, or living in such homes on probation or otherwise, is authorized and two have been established, one for white boys, one for white girls. Really the Mobile law applies only to delinquent children. There is no provision for the handling of dependent or neglected children, or of persons contributing to the delinquency of a child or causing his neglect.

Procedure in Juvenile Courts, State-wide or Special. A child is brought before any of the courts upon petition. The arrest of a child in the ordinary way is not forbidden, but in such event he is to be turned over to the juvenile court. When the child is

brought in, a probation officer, if available, is assigned to the case at once to make a thorough investigation of all the circumstances connected with it. In the absence of any such agent the court relies for its information upon investigations made by voluntary agents, or by the advisory board and upon the testimony at the trial. In most of the counties of the state there are no probation officers and but few children's cases are heard in the course of a year, hence all the details of juvenile court procedure are not followed. A model set of blank forms for use both in guiding officers and in recording facts, has been prepared by the judge of the Jefferson County Court, but in many of the smaller courts, the forms were not used and the procedure was found to consist simply in bringing the child in on petition, entering the case on the docket, and holding an informal hearing.

CARE OF CHILDREN AWAITING TRIAL

In all the cities, except Birmingham and Mobile, the jails are used for holding children awaiting trial—usually for only a few days in each case; but in some places it was found that children had been kept in jail several weeks at a time. In Montgomery, the probate judge is the juvenile judge and where juvenile court cases are heard only once a week, children have several times been held in jail more than two weeks awaiting trial. In Mobile it was found that occasionally negro boys, who had been committed by the court to the Mount Meigs Reformatory, were detained as long as two weeks awaiting transfer by the sheriff. In all such cases, they had been kept separate from adult prisoners, and in most instances the jails were clean and fairly well ventilated. The enforced idleness of the children in these jails seems to be the worst feature of the practice.

In Madison County, arrangements have been made with the Volunteers of America for the care of white children but negroes are, once in a while, kept in the jail which is in a condition far from satisfactory and by no means a proper place for the detention of any child.

No delinquent white children were handled by the Dallas County court in 1917 and the dependents were cared for in suitable local homes until committed to institutions or placed in foster homes. Negro children awaiting trial are held in jail.

Children who are arrested by the police and taken before the mayors of cities are rarely put into jail—indeed, the mayors report that almost without exception such children are transferred at once to the juvenile courts. In Mobile, for instance, the chief of police merely detains them in his office until he can communicate with the superintendent of the detention home or with the probation officer. In Jefferson County, the commissioner of public safety for Birmingham reports that although 171 children were arrested by the police in 1917, no records were made of their cases nor were any of them placed in jail, but all were turned over at once to the juvenile court.

DETENTION HOMES

Local advisory boards deplore the lack of detention homes, but examination of the records indicated that if good probation officers were provided, the dependent and neglected children could be boarded in private homes at much less expense than would be incurred for the maintenance of a detention home. Outside of the counties with large cities, delinquents except in very rare cases could be satisfactorily cared for in the home of a good, strong, sympathetic man. A few unusual cases might have to be held in jail until sent to some institution. This is unfortunate, but for the present, it appears to be the only solution.

The detention home for white boys in Mobile County is worthy of special comment. The building is by no means ideal for the purpose, but the grounds are large and make gardening and other out door work possible. The superintendent is one of the probation officers of the juvenile court. Because of the superintendent's understanding of boys' needs, the home is a constructive force in the community. The boys attend the nearest public school and bring weekly reports from the teachers. They are practically all delinquents. As a reward for good conduct, they are frequently paroled to their own homes for week-ends. The reader is referred to the chapter on Child-Caring Institutions for a description of the Mobile Boys' Detention School, which is really a home for custodial care. Recently a detention home for white girls was established and placed under the same supervision but with a matron in immediate charge. It is unfortunate that the county makes no similar provisions for the care of negro boys or girls, delinquent negro children

being held in jail unless otherwise disposed of. There is no place for dependent or neglected negro children.

In Jefferson County a remodeled residence houses both the juvenile court and the detention home. In the latter both white and negro children of both sexes are cared for in separate quarters, the average daily number being twenty.

As the state has no institution for delinquent negro girls, juvenile courts are at a loss to know what to do with this class of offender, and in the absence of detention homes where they might be held pending more satisfactory arrangements in their behalf, they are commonly placed out in homes, or sent to convict camps. Negro boys are also placed out. Frequently both negro boys and girls are placed out with white persons.

DISPOSITION OF CHILD

If a child charged with delinquency is found to be guilty, the judge may commit him to a state or private institution, or release him on probation, or arrange for his placement or board in a family. Indeed, the state-wide and Jefferson County laws are so broad that the judge may choose virtually any course that seems to safeguard the interests of the child to the best advantage. Since the state-wide and Jefferson County laws draw no clear distinction between delinquents and dependents or neglected children, it follows that in the disposition of such cases the juvenile courts have the same wide discretion. They can send, and in many cases have sent, dependent children to the state reformatories.

PROBATION

The state-wide juvenile court law provides that:

"The courts having jurisdiction of proceedings under this chapter may, either jointly or separately, appoint probation officers, who may be either men or women, who must be of good moral character, intelligent, of blameless lives, and in sympathy with the aims and purposes of this chapter, who under the order of courts, shall have the oversight and care of such children as may be committed by said courts to their charge or supervision; and shall file a petition in the said probate court in the case of any child coming under his notice who is in need of the State's care and protection; and shall also bring charges against any person who aids or encourages any child to violate any law, or any order of said

courts. Said probation officers shall serve during the pleasure of the court, or courts appointing them, and shall be removable by the said court, or courts. When the probate court shall appoint a probation officer, or officers, the commissioner's court, or board of revenue, of said county, must pay such officer or officers a reasonable salary to be fixed by agreement with said judge; and when the recorder's court shall appoint a probation officer, or officers, the governing body of said city shall pay said officer or officers a reasonable salary to be fixed by agreement with said judge; when such courts shall jointly appoint a probation officer, or officers, the said authorities of said city and county shall jointly pay said officer, or officers, a reasonable salary, to be fixed by agreement with said court; such probation officers, when so appointed and qualified, shall have all the power and authority of peace officers anywhere in the State. The said courts, or either of them, shall also have the right and authority to appoint one or more volunteer probation officers, who when so appointed and qualified, shall have and exercise all the power and authority vested in said probation officers under this section."

Only five of the cities visited make any provision for probation work and only four have paid officers. The probation officer acts as investigator before the child's trial, and as adviser to the judge at the trial, as well as counsellor, guide and friend of the child at all times. Inasmuch as the court is a social agency, whose object is to make conditions normal for children in every way, if possible, complete knowledge and understanding of all the circumstances affecting each case must be gained and as these essentials can be gained only through the probation officer, this officer becomes vital to the success of the court. A juvenile court without a probation officer, is a juvenile court in name only.

In Jefferson, Montgomery and Mobile Counties, there are full-time probation officers for both white and colored children and Selma has a paid officer for colored children, as heretofore stated. Elsewhere in the state there are only volunteer workers or none at all. Often the judge himself does a large amount of probation work, especially in counties of small population. In Calhoun County, for example, of the 63 cases of white children handled in 1917, 44 were on probation under the judge's personal supervision.

Etowah, one of the large counties where probation work is a constant need, relies for this service upon a welfare worker for the city of Gadsden, who is not connected with the court. In Madison, Pike and Dallas Counties, the local advisory boards do the probation work.

The judge for Tuscaloosa County not only acts himself as probation officer for both white and colored children, but also co-operates with men of the community in a "Big Brother" movement to look after boys on probation. This is done in Houston County also. Under such an arrangement, children report to the judge, the Big Brothers assigned to their cases visiting their homes and consulting their school teachers from time to time to see that all goes well.

COMMITMENT TO INSTITUTIONS

Nearly every judge visited had committed to institutions most of the delinquent children brought before him. Both judges and advisory boards commonly regard such disposition of delinquent children as best for their welfare. The distinction between dependents and delinquents is not always carefully made in such commitments. Complete case histories are not forwarded to the institutions, and dependents are frequently committed to each of the state institutions for delinquent white children. If investigations were made by probation officers, in many instances, relatives could be found able and willing to care for such children. This situation will be improved to a great extent by the Alabama Children's Aid Society and many children classified as delinquents, as well as dependents, will be cared for without being committed to institutions. Where there are probation officers, the proportion of children committed to institutions is much less than where there are none; for parents often bring children to court on slight complaints and ask to have them sent to institutions. Such cases can nearly always be disposed of satisfactorily through the medium of a probation worker.

Parents also go directly to the institutions themselves, at times, and ask that their children be admitted on the grounds that they are incorrigible and superintendents have received them. There is some doubt as to the authority of the institutions in such cases. In order that there may be no doubt, this should be prohibited by law and only children duly committed by the juvenile courts should be admitted to state institutions for delinquents, dependents or defectives. With preliminary investigation by probation officers, and co-operation with the Children's Aid Society and other proper agencies, this condition will soon be remedied.

In Jefferson County, out of 1,394 cases handled in 1917, only

150 were committed to institutions, while 424 were placed on probation. This was made possible by careful investigation. In Madison County, where there is no probation officer, 6 of the 10 cases handled in 1917 were committed to institutions.

PAROLE

The law provides that the term of commitment to a state institution shall cover the period until the child is 21 years of age. Unless he is released by its governing board, the juvenile court has no right, under the state-wide law to recall or discharge children committed to state institutions. This is proper. The institution alone should have the power to parole or discharge a child committed to its care. The law does not require the superintendent to report to judges the number of children paroled or discharged and this provision should be incorporated. At present none of the state institutions has a parole officer and no real follow-up work is done—the child comes back to the institution only upon further complaint and court proceedings, and hence there is no way of determining whether or not the work of either the court or the institution has been satisfactory. To be effective each institution should have at least one parole officer—a man for boys and a woman for girls—for one good officer in touch with children on parole usually prevents the occasion of their return to the institution and thereby saves the state far more than his salary.

PLACING OUT

The judges of all the courts visited place children out for adoption or foster case. Charitable societies also are engaged in placing children or in having them adopted. So far as could be learned no apprenticing of children goes on. The whole business is exceedingly lax. Very few, if any, records are kept. Little investigation is made and there is but little, if any, follow-up work. The child simply goes to a new home, and so far as courts or records are concerned, that, in most cases, is the end of the matter. Provision should be made for keeping complete records, for investigating every home into which a child is sent and for follow-up work in every case. The state should know that the child is being properly cared for. These matters should not be left to chance.

RECORDS AND REPORTS

The state-wide juvenile court law provides that a separate docket be kept for all children's cases, and this is done in all but three of the counties visited, but the blank forms for case records (copies of which had been supplied to every juvenile court in the state) are disregarded, the judges in Jefferson, Montgomery, and Mobile Counties alone using complete sets. In general the same entry form is used for both dependent and delinquent children. In almost no court is the age of the child given. This makes any study of case histories extremely difficult. In the courts which fail to keep a separate docket, it is impossible to learn anything about the number of cases handled. In some courts, as in Etowah County, the only method of obtaining information concerning children handled in 1917 was to get from state institutions a list of those committed from the county—and naturally the results were not satisfactory.

Very few judges pay much attention to records and where not more than a dozen juvenile cases are dealt with in an entire year, this is not surprising. Records of probation work are not kept in any of the counties except in Jefferson, Montgomery, Mobile, Dallas and Lee. The first three use regular forms for filing and the two others make only informal notes. When the judge acts as probation officer or where the mayor handles the cases, no records of probation work are kept at all. A uniform system of records for case histories and probation work for use by juvenile courts throughout the state is necessary in order to standardize procedure and treatment and to make available the comprehensive information essential to an understanding of the problems of juvenile delinquency and dependency.

CAUSES OF JUVENILE DELINQUENCY AND DEPENDENCY

As only the five juvenile courts that have advisory boards make annual reports, no general data can be obtained upon which to base safe conclusions as to causes, but judging from the material collected in this inquiry, it seems that the broken home, whether due to death, desertion or divorce, is the chief factor in bringing children to court. Every judge interviewed declared that lack of parental control was responsible for most of his delinquency cases. The loss of the father and bread-winner, by throwing the support of the family upon the mother, produces an abnormal condition in the

home—the mother goes out to work, leaving the children more or less to their own devices, and delinquency is not unlikely to follow. If the mother has children too young to leave, dependency usually ensues. Lack of proper recreational opportunities, child labor, and disregard of the compulsory school attendance law are also contributing causes of delinquency. Larceny is the leading offense among boys, both white and negro, predominating especially among working boys. This is especially true of errand boys sent with parcels or money who thus have opportunities for stealing thrust upon them and often yield to the temptation.

The people of Alabama need to be awakened to the situation. Nearly every judge deplors the absence of agencies to assist him in his work and complains of the community's indifference. If an advisory board were appointed in every county to act as a real child welfare agency as the law provides, visiting institutions that receive children, reporting cases of neglect, suffering and misbehavior to the court, and, most important of all, providing for a county probation officer, much of the juvenile delinquency would be prevented. It is quite natural that a judge in a rural county of little population should look upon an advisory board and a probation officer as unnecessary but nevertheless the work would be much better done with their help. The probation officer in such a locality could serve also as the school truancy officer and this combination of duties would keep him constantly occupied. Most of the juvenile courts are presided over by probate judges, who are elected for a term of six years and who therefore have the time to develop a policy for child caring. Probate and juvenile judges, without exception, show a keen desire to do the best for every child in their communities, but without the assistance of advisory boards and probation officers their hands are virtually tied and the children do not have that consideration which the law is designed to assure them. The law is based upon the idea of the court as a social agency whose judge might be likened to a wise father and the probation officer to a kindly mother who together are working for the best interests of the child; but the judges for the most part do not have probation officers as helpmates and so the system is but half established. Because of lack of understanding of the value and importance of probation work, the county boards of revenue, which are responsible for financing the work of the courts, do not provide for probation offi-

cers in spite of the fact that the law requires them to do so. If the money value, to say nothing of the social value, of the preventive work done by good probation officers could be shown to these boards, some of them undoubtedly would realize that adequate appropriations for such a purpose are fully justified.

The state-wide juvenile court law contains no reference to feeble-minded children and the state makes no provision for their care. In reply to a questionnaire sent to county superintendents of schools a large number of such children was reported. The figures for some counties seem excessive, owing to the fact that the meaning of the term "feeble-minded" was not clearly defined or understood, but it is significant that every superintendent reported some feeble-minded children in his county. The state undoubtedly has a large number of such children, and an institution for their care and treatment is imperative.

The general prosperity has tended to reduce the number of dependent children and yet there is still a good deal of poverty in the rural districts. The inability of ignorant mothers to spend money wisely even when the bread-winner for the family is earning good wages, forces many at his death into dependency. Mothers with dependent young children should receive such aid as will enable them to keep their families and properly support and educate their children.

RECOMMENDATIONS

1. There should be in every county a combined probation and truancy officer or bureau appointed jointly by the board of revenue and school board upon the recommendation of the judge of the juvenile court and paid for full-time service out of public funds, one-half to come from the public school funds. Advisory boards should be immediately appointed in every county in conformity with the law.

2. The Jefferson County juvenile court law should be amended so as to make possible an increase in the salary of the judge and provision should be made for more workers attached to the court.

3. Because of the large population and large and increasing number of cases requiring attention, Montgomery County should be granted a separate juvenile court with a full-time judge and more probation officers.

4. The non-support law should be amended so as to restore the payment by the county of a certain amount of money per diem to the wife or family of a deserter during the term of his service at labor for the county.

5. Children within the juvenile court age should be committed to state-supported institutions only by the juvenile court; and the power to commit dependent or neglected children to institutions for delinquent children should be taken away.

6. No child should be allowed to be received by any state-supported institutions unless duly committed by a court of competent jurisdiction.

7. There should be established a system of uniform records for all juvenile courts, not only for the docket but also for case histories and probation work. It is suggested that a manual be prepared for the use of juvenile courts, containing a digest of the laws, a list of child-caring institutions and agencies in the state, and forms for uniform records.

8. The act of apprenticeship, having been superseded by the juvenile court law, should be repealed.

9. In the event of the creation of the proposed State Board of Social Welfare, the chief of its child welfare division should be required to visit personally all the juvenile courts and probate courts acting as juvenile courts for the purpose of advising with the judges and of instructing probation officers in the best methods of handling juvenile cases. The chief of this child welfare division should also formulate rules and regulations within the scope of the law, to systematise the commitment of children to both state and private institutions in all cases where such commitment is deemed necessary.

10. Juvenile courts should be required to furnish the child welfare division of the proposed State Board of Social Welfare with a statement of the disposition of all cases coming before them.

11. State institutions receiving children should be under the supervision of the child welfare division of the State Board of Social Welfare, if such board is created. The superintendent should be required to report to the committing court the facts of the discharge, parole, escape or death of the child committed.

12. An institution for feeble-minded children should be provided at once,

13. An institution for delinquent negro girls should be provided.

14. In the event that the legislature of 1919 authorizes a recodification of the laws of the state, a commission, to serve without pay, should be authorized and appointed to codify existing laws relating to children and to study, investigate, and recommend to the General Code Commission such new laws and changes in the present laws as may be found to be wise and needful.

CHILD-CARING INSTITUTIONS AND HOME FINDING

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PART I.—CHILD-CARING INSTITUTIONS

There are twenty-five recognized institutions in Alabama caring for 2,200 defective, dependent or delinquent children. There are institutions of all the important types, except that none exists for feeble-minded children. The writer visited every one of them and studied the reports of such as publish any. There are in addition 50 children in almshouses, and about a dozen in the insane hospitals.

Of the 2,200 children, 350 are negroes, substantially all defectives or delinquents. Only one institution for dependent negro children was visited and it had a population of but three. Two other such institutions were reported, and one of them the writer tried to find—he finally learned from a local social worker who had been familiar with it that the institution had a “staff” of nine adults and a population of three children, that it had been several times investigated by the police though without result and that it had moved twice in the past year, the last time to parts unknown. The social workers interviewed, both white and negro, concurred in stating that the absence of demand for negro orphanages is due to the fact that orphaned or neglected negro children are practically always claimed or taken by some relative, friend or neighbor. A few negroes, like the well-known Sam Daly, take strange children, and in such numbers as to approach institutional conditions.

List of Institutions

INSTITUTION	LOCATION	CHILDREN ON HAND, 1918
I. For Defective Children		
Alabama School for the Deaf.....	Talladega.....	187
Alabama School for the Blind.....	Talladega.....	102
Alabama School for the Negro Deaf and Blind.....	Talladega.....	52

341

INSTITUTION	LOCATION	CHILDREN ON HAND, 1918	
II. For Dependent Children.			
<i>A. Municipal.</i>			
City Welfare Home.....	Birmingham....	5	5
<i>B. Private.</i>			
1. Denominational.			
Alabama Maternity and Infants' Home.....	Mobile.....	42	
Alabama Methodist Orphanage.....	Selma.....	83	
Atheneum Orphans' Home (Catho- lic).....	Birmingham....	103	
Church Home for Orphans (Episco- pal).....	Mobile.....	43	
Louise Short Baptist Widows' and Orphans' Home of Alabama....	Evergreen.....	166	
Orphans' Home of the Synod of Alabama (Presbyterian).....	Talladega.....	72	
St. Mary's Female Orphan Asylum (Catholic).....	Mobile.....	85	
St. Mary's Industrial School and Orphanage (Catholic).....	Mobile.....	92	
Salvation Army Rescue Home.....	Birmingham....	7	779
2. Inter- or un-denominational.			
Colored Old Folks' and Orphans' Home.....	Mobile.....	3	
Mercy Home.....	Birmingham....	83	
Mercy Home Industrial School for Girls.....	Birmingham....	31	
Protestant Orphan Asylum.....	Mobile.....	54	171
3. Fraternal			
Alabama Masonic Home.....	Montgomery...	128	
Alabama Odd Fellows' Home.....	Cullman.....	106	234

INSTITUTION	LOCATION	CHILDREN ON HAND, 1918
III. For Delinquent Children.		
1. <i>State.</i>		
Alabama Boys' Industrial School....	East Lake.....	375
Alabama Reform School for Juvenile Negro Law-Breakers.....	Mt. Meigs.....	298
State Training School for Girls.....	Birmingham...	57
		730
2. <i>Municipal.</i>		
Boys' Detention School.....	Mobile.....	9
Girls' Detention Home.....	Mobile.....	3
Detention Home of the Jefferson County Juvenile Court.....	Birmingham...	5
Detention Home of the Montgomery County Juvenile Court.....	Montgomery....	00
		747
TOTAL.....		2,191

I. FOR DEFECTIVE CHILDREN.

Alabama School for the Deaf.

Alabama School for the Blind.

Alabama School for the Negro Deaf and Blind.

These three schools are physically separate, but are all located at Talladega, and have the same principal and board of trustees. They are regarded as adjuncts to the public school system, and take any children whose sight or hearing is so defective as to prevent satisfactory progress in the ordinary schools. The age of attendance is that of the public schools, 7 to 21, but pupils may remain until 25 to complete the ten years of attendance permitted by law. Twelve grades are taught, and the period of residence may be extended four years if necessary to complete them. Most of the children are in the primary grades, and boys usually predominate in numbers.

The session is nine months in length, and no children are taken who do not have a parent or guardian to be responsible for them during vacation. During the session of 1917-1918 the attendance in

the School for the Deaf was 187, in the School for the Blind 102, and in the School for the Negro Deaf and Blind 52. The last-named school can accommodate only the number given, is always full and usually has a waiting list. The other schools can take a few more children. There are always counties which do not send a single pupil. By circularizing the teachers and physicians of the state the schools do their best to reach deaf and blind children, and to arouse the public to the invaluable benefits offered by their training. The per capita appropriation for all three schools is \$230 per annum.

The School for the Deaf occupies several acres in the heart of the town. Its plant consists primarily of four large brick buildings. One is used for administration, dining rooms, kitchen and laundry, and has the girls' dormitory on the upper floors. Another contains the gymnasium and boys' dormitory, a third is the school building, and the fourth houses the shops. The buildings are well constructed, though one is old, and the school building is a model of its kind. There is a beautiful campus, and a small garden for educational purposes. The shops are excellently equipped.

The School for the Blind is located in the suburbs. Its plant consists of three brick buildings and a small frame cottage, used as a home for the little children. None of the buildings are very old, but they are poorly built, of patchwork design, and not in the best repair. The dormitory rooms are very unsatisfactory, and the workrooms are largely lacking in proper equipment. There is an attractive campus.

The School for the Negro Deaf and Blind is a few miles from the town on a fine tract of twenty acres, mostly wooded. The plant consists of a good brick building, and one or two slight frame structures used as workrooms. Equipment is meager.

The three institutions publish a joint report quadrennially, in the legislative years.

II. FOR DEPENDENT CHILDREN.

A. Municipal.

City Welfare Home. Birmingham.

This is maintained by the city government of Birmingham, and is under the immediate control of its Welfare Department. It is located in the outskirts of the city, and occupies a four-acre

enclosure which was formerly a German beer-garden and amusement park. Half the space is covered with a fine oak grove, and the back part is cultivated as a garden. The old pavilion has been partitioned off and provides quarters for homeless men. Four of these wanderers were there when the place was visited. The kitchen and dining room for all residents are also in the pavilion. A frame cottage is used to house the women and children. The cook serves as its matron. The matron of the city welfare department lives in a bungalow on the grounds, but goes to her work in the city during the day.

The place has become practically a maternity home for unfortunate girls. As there are no hospital facilities they are sent to the Hillman Hospital for delivery. There were 61 maternity cases last year. It was stated to be the policy of the home for the mothers to nurse their infants for three months in the summer and one month in winter. Both the babies found on the day of the visit were bottled, however. The women go into the city every day to work at rug weaving in the Industrial Home for Women. The women often have other dependent children who are received into the home. Five were found there on the day of the visit. Sometimes the children received into this environment are 6 or 8 years of age. No report is published.

B. Private.

1. Denominational.

Alabama Maternity and Infants' Home (Catholic). St. Anthony and Broad Streets, Mobile.

This is conducted by the Sisters of Charity. The property consists of a large brick building immediately on the street, with an enclosed lawn in the rear. A small frame cottage has been constructed in the middle of this lawn.

There were 42 children in the home on June 15. This number approximates the capacity of the institution and the average population. During the previous year 106 infants in all were cared for. Of these, 9 were adopted into private homes, 7 transferred to other institutions, 5 died and the others remained in the home or were withdrawn by relatives. The babies that are big enough to walk are kept in the little cottage mentioned. It is almost all

windows—well designed, but overcrowded. A few of the bigger children stay in the main building. Their rooms have insufficient window space. Children are not usually kept in the home past the age of 4. The home receives a subvention of \$50 a month from the city government of Mobile. No report is published.

Alabama Methodist Orphanage. Selma.

The plant consists of one large brick building. There are 53 acres of land, productive and well cultivated, good dairy herd, and modern dairy barn. The land is tilled mostly by the boys, and yields almost enough vegetables and feed to supply the table and stock. The girls can winter supplies, and have a successful canning club. They also do the washing by hand. There is a shady yard and playground, with some apparatus.

The capacity and normal population of the orphanage is 90. Eighty-three were present on the day of visit, 53 girls and 30 boys. The application and contract forms and records of this orphanage are drawn and kept with unusual care and system. The old fixed-leaf ledger is adhered to, however. No report is published.

Atheunum Orphans' Home (Catholic). East Lake (Birmingham).

The home is conducted by the Sisters of Charity. It is one of the best of the congregate plants, occupying a single modern brick structure. The building is located on the top of a fairly high hill in a six-acre oak grove. There are ample lawns and a small garden, as well as many tiny individual flower and vegetable gardens tended by the children. In kitchen, lavatory, bath and toilet facilities the plant shows marked superiority to most of the large units visited, but in some of the sleeping rooms the usual fault of the big building appears—insufficiency of window space.

During the past year 131 children were cared for. On June 21, there were 103 present, 60 girls and 43 boys. This is a little less than the normal capacity. Boys are kept in this home usually until the age of 10 and then transferred to St. Mary's in Mobile. No report is published.

Church Home for Orphans (Episcopal). Spring Hill, Mobile.

This home is conducted by the Episcopal Diocese of Alabama. It is beautifully located on the slopes of Spring Hill, occupying a

tract of ten acres. There are three beautiful cottages, a modern dairy barn and other outbuildings. The home owns a small herd of milch cows, and a few pigs and chickens. There is a considerable garden and some feed is grown for the cows, but the soil is not especially responsive. The stock and gardens are admirably utilized for the enjoyment and education of the children.

Unfortunately, the home lacks sufficient funds to run at full capacity or completely on the cottage plan. The limit imposed by its income is 50, which is little more than one cottage full. Kitchen and dining rooms are now operated in only one of the cottages. There were 43 children on June 13, 11 boys and 32 girls. Only small boys are kept. Admittance is resolutely restricted to the number of children for whom there is money enough to care for properly. The cottages and equipment are models, and the appearance and manners of the children proclaim this to be a real home. It is near the summit of institutional development. No report is published.

Louise Short Baptist Widows' and Orphans' Home of Alabama.
Evergreen.

The home is on an eighty-acre farm just beyond the village. Its plant consists of four brick buildings and a dairy and mule barn. One building is used for administrative purposes and for the larger boys' dormitory, a second contains the congregate kitchen and dining room and the larger girls' dormitory, the third houses the little children, and the fourth is used as an infirmary. Two of the buildings are of rather poor construction and not in good repair. The school building was lost by fire a few years ago, and the institution lacks proper classrooms.

There were 166 children in the orphanage on the day when it was visited, 87 girls and 79 boys. This approximates the capacity and the usual population. A report may be found in the Annual of the Alabama Baptist State Convention.

Orphans' Home of the Synod of Alabama (Presbyterian). Talladega.

The orphanage is located on a tract of a few acres in the suburbs of the town, and has a large and fine farm a mile out in the country. There are three brick buildings, one of which is new and well-designed. There is a good woodworking and machine shop. The institution

boasts an especially fine and large dairy herd, and has a good dairy barn. There is a silo, built as well as filled by the boys. More than enough wheat was raised last year to supply the needs of the institution for flour. The canning club of 24 girls is active and shows good results.

There were 72 children on June 23; slightly less than the normal capacity. Forty-one were girls and 31 boys. An annual report is published.

St. Mary's Female Orphan Asylum (Catholic). 357 Conti St., Mobile.

This is one of the oldest orphanages in the state, having attained its eightieth year. It is conducted by the Sisters of Charity. Its home during the school year is an old building in the down-town district of the city. When visited, however, the Sisters and children were at the summer home at Battles,' on the east shore of Mobile Bay. This summer home—rather a unique feature among orphanages—is occupied during the three vacation months. It is a large pavilion-like frame structure facing the bay. A private pier and safe and inviting bathing beach are part of the property. A small garden is cultivated in summer, but suffers from lack of a caretaker during the rest of the year. The house is crowded but very airy, and though city water and sewerage are unobtainable the lavatory and sanitary arrangements are good.

The orphanage cared for 131 girls during 1917. There were 85 on June 14, considerably less than the usual number. No report is published.

St. Mary's Industrial School and Orphanage (Catholic). 3 Lafayette Street, Mobile.

This is for boys and is the companion institution to the one just described. It is conducted by the Brothers of the Sacred Heart. It receives a good many boys from west Florida as well as Alabama. It is located on a six-acre tract in the city, and holds a somewhat larger acreage outside. It has very extensive greenhouses and flower gardens. There are two large buildings, neither of modern design.

On June 15 there were 92 boys in the orphanage. The total number cared for in 1917 was 155. No report is published.

Salvation Army Rescue Home. 33rd St. and Avenue E, Birmingham.

This is primarily a maternity home for unmarried women. It is a large frame residence in the Avondale section of the city. Thirty-four babies were born in the home during 1917, and fourteen others cared for. Only two died, a remarkable record. There were seven on the day of visit. It is the policy of the home to keep the mother and baby together. This is done primarily for the sake of the mother, as the best means of reclamation. It is equally to the advantage of the child during the first year of its life, unquestionably. There is a resident trained nurse.

Circumstances occasionally bring older children into the home. For them a bungalow next door is rented. There were three, aged from eighteen months to 3 years, when visited. Children as old as 7 or 8 are sometimes taken, though reluctantly. No report is published.

2. Inter- or un-denominational.

Colored Old Folks' and Orphans' Home. Springhill Ave. and Mobile Street, Mobile.

This is run by and for negroes. It is a small cottage on a six-acre plot in the suburbs. Most of the residents are old people. There were three children when visited. This is about the usual number.

Mercy Home. 2130 Eleventh St., Birmingham.

This institution is under the auspices of the Woman's Christian Temperance Union. It occupies a much added-to residence, and backyard cottage. There is a shady lawn and playground, but not much garden space. Despite the patchwork character of the building it is in good repair, and the sleeping rooms have ampler window space than is often found in more pretentious structures. The per capita cost is less than \$10 a month; one of the smallest among the private institutions. Yet the children give the impression of being better cared for than the majority of those seen.

There were 83 children in the home on June 20, about 10 below the normal capacity. Twenty-two of these were boys. As a rule only small boys are kept. Younger children are taken than is usual among orphanages—some as young as 2 years. An annual report is published.

Mercy Home Industrial School for Girls. Woodlawn (Birmingham).

This is a private institution whose chief support is an annual appropriation of \$5,000 from the state treasury. It is housed in a single well-designed brick building. The grounds and gardens are small, and naturally unpromising, but illustrate admirably the beauty which can arise from taste and industry. There is a model hennery.

The school receives dependent girls aged from 12 to 16, and teaches them practical household management and work, with enough elementary general education to make that possible. In equipment and plan it bears in mind the type of home to which the girls are likely to go. For example, instead of washing machinery and electric irons, it uses the most modern type of hand tubs and appliances, practical for any farm dwelling. The capacity is 31; it is always full and usually has a waiting list. The per capita cost is about \$15 a month, very little or no larger than in some of the big congregate institutions, including perhaps the poorest in the state. A biennial report is published.

Protestant Orphan Asylum. 859 Dauphin Way, Mobile.

This is the oldest child-caring institution in the state, having been founded in 1836. The governing board is composed of five women from each of the four leading Protestant denominations of the city. The building was erected in 1845. There is a large playground, with ample covered shelter, in the rear. Garden space is limited. The dormitories of course suffer from the old-time dislike of fresh air, but this is being partially remedied by screening some of the ample porches for sleeping purposes.

When visited there were 54 children in the home. This is about the normal population and capacity. Children are admitted as young as 2 years. Boys remain only until 14. There were 18 of them on June 13. No report is published.

3. Fraternal.

Alabama Masonic Home. Montgomery.

The home consists of five new and handsome fireproof buildings and one small frame cottage. It is on a farm of 236 acres, near the city. Is a home for the aged as well as for children, and two of

the buildings are devoted to the old men and women respectively. The main building contains the administrative offices, dining-room and kitchen, and the children's dormitories. There is a beautiful small hospital, perfectly appointed, and a very good school building, not yet completely equipped. The little frame cottage in the rear is occupied by eight of the biggest boys.

The children seem unusually healthy and frank. They have few tasks. The large boys attend to the dairy, but do very little farm or garden work. The girls have no canning club. Negro women are hired to do the washing by hand, but the girls iron, with electric irons. There is no attempt at trade education as yet, but it is in contemplation. The only children taken are those of Masons in good standing, and they may be as young as 3 years. There were 128 in the home when visited, 55 boys and 73 girls. A report is published annually.

Alabama Odd Fellows' Home. Cullman.

The home is housed in one large concrete building, on a farm near the town. It enjoys the use of another tract three miles away. The building is concrete-floored, almost rude in character, but the atmosphere is home-like. The superintendent and boys have themselves built barns, storehouses, a piggery and smaller outbuildings solidly of concrete on approved designs. The children do a large part of the farm work—three farm hands are employed—and the farm produces food for the whole home and some to sell. There are good orchards, and an immense amount of fruit, vegetables and syrup is canned. The girls have a canning club, and take prizes. Recreation is not neglected. There is a creek near by on which bath houses have been built, and swimming is enjoyed every warm day.

Only the children of Odd Fellows in good standing are received in the home. They numbered 106 when visited. Tots of 2 years may be taken. A report, of model character, is published annually.

III. FOR DELINQUENT CHILDREN.

1. State.

Alabama Boys' Industrial School. East Lake (Birmingham).

The plant consists of four large buildings and several smaller ones. There is a residence for the superintendent, good barns, and a

farm of over a hundred acres. There are woodworking, machine, tailor, shoe, and printing shops, fully equipped.

Dependent as well as delinquent boys may be placed in the school. The former are usually the smallest boys and fortunately are not very numerous. The legal age of commitment is 7 to 17, but children even below this minimum are occasionally taken. There is no provision for the segregation of the little boys. At the time the school was visited the superintendent had put some of the smallest ones in tents. There were 375 boys on June 21.

The boys wear uniforms and have military rather than penal discipline. There is a successful honor organization. The aim of the school is to give each boy an ordinary elementary education and teach him a trade in addition. Trade education is gravely handicapped by the loss of all the shop foremen through shortage of funds. Older boys are in charge of each shop and do remarkably well. There is a good band in charge of a competent instructor. The classrooms are poor and badly overcrowded. The main dormitory rooms are far too closely packed. Hospital facilities are adequate in size but not in equipment. The per capita appropriation from the state is \$12.50 a month. The school impresses a visitor as a wholesome, well-conducted institution, doing good work under serious physical and financial limitations. An annual report is printed on the school press.

Alabama Reform School for Juvenile Negro Law Breakers. Mt. Meigs, Montgomery.

This institution for negro boys, operated by a negro staff, is one of the most interesting, and in proportion to its funds, certainly one of the best institutions in the state. It is located on a farm of 492 acres about ten miles from the city. Except for three or four small wooden cottages, the entire plant has been constructed of poured concrete by the boys and out of the state appropriation of \$7 a month per capita. There are a large dormitory, a temporary assembly room, barns, a pump house and tank, baths and a small swimming pool. The old cottage houses more boys, and offices. Everything is simple, bare, even crude, but clean. The kitchen and dining room are the poorest part of the plant in design and construction.

There are fine orchards, stock of all kinds, and good implements, including a tractor. There is no shop equipment except bare necessities for repairing tools and clothing, and only the boys needed as helpers work in the shop. The boys usually finish the third grade in school by the time of leaving. Every boy learns to be a good farm hand, and most of them should be competent farmers. There are no penal features in evidence. There is a self-government association, and the idea of preparation for self-support is continually inculcated. The school raises four-fifths of the food consumed, and cans fruit, vegetables and syrup in great quantities. In this work lies the secret of its success, financial and character-building. On June 6 there were 298 boys, nearly all from the three large cities. No report is published.

State Training School for Girls. Birmingham.

This is an institution for delinquent girls only. The legal age of commitment is 9 to 18, but the youngest found there was 7. The state appropriation is \$12.50 a month per capita. There were 57 girls on June 21. They receive an elementary school education and are taught household work and management.

The overcrowded building of this institution at the time visited had become a public scandal, and its removal to ampler quarters was at that time being arranged. Since then the school has been moved from Birmingham to a point fifteen miles in the country. The sleeping rooms though more inconvenient did not seem more crowded in proportion to air space and ventilation than those at the Boys' Industrial School. No report is published.

2. Municipal.

Boys' Detention School. Mobile.

This institution is not primarily intended to hold offenders awaiting trial, though it serves that purpose. It is a supervised home for minor offenders, and boys homeless or in bad homes. Its remarkable success is perhaps most largely due to the personality of the superintendent, but the plan is good. It occupies a former boys' club building, using the gymnasium floor as a dormitory. There is no restraint, and the boys go to the nearest public school. The teachers send in reports of their work weekly, on form cards provided. Fourteen out of sixteen boys made their grade last session. There

were nine boys in the home when visited, going to summer school. Normally there are about fifteen. Commitments are indeterminate, and the boys are paroled usually at the end of the school term if they have done well. The present building is unsatisfactory and the grounds are too scanty. It is hoped to move to the country. The county allows \$7.50 a month per capita for support. The home has one of the best record systems seen. No report is published.

Girls' Detention Home. Mobile.

This is a new institution for white girls similar to the one for boys and under the same management. It has just started, and makes use of a private cottage. Only three girls were resident in it when visited. The grave experiment has been undertaken of intermingling girls technically delinquent with those merely hard to control, truant, or dependent.

Detention Home of the Jefferson County Juvenile Court. 2212 First Ave., Birmingham.

This is an old brick residence in indifferent repair located in the down-town district. It contains the offices and court room of the juvenile court. It is used for detention prior to trial and also for short term sentences. There are quarters for both colors and sexes. When visited there were three negro boys, one delinquent white girl and one very small white boy whose mother was ill and who had no home for the time. The negro boys were in a steel cage. Both white and negro boys give great trouble in trying to escape. Total numbers of the children committed on sentence were not conveniently available, but the clerk stated that few negro and no white boys had been thus held last year. It is to be hoped that no more will be kept on sentence under present conditions. No report is published.

Detention Home for the Temporary Care of Wards of the Juvenile Court. Montgomery.

This institution has just been established.

Legal Status

The six state institutions have been established from time to time by legislative action, and changes in their status are made in

the same way. (Code of Alabama, Secs. 1933-1953, 1954-1970. General Acts, 1911, pp. 395-403, 418-419, 483, 677-681. General Acts, 1915, *passim*.) Each has a separate board of trustees. The original personnel was in most cases appointed by the governor and confirmed by the senate, but in most of the boards vacancies are filled by the remaining members. Women and men alike are commonly eligible. There is no central control or supervision, and no state institution can be sued in the state courts. (Constitution of Alabama, Sec. 14; and 143 Ala. 579, 138 Ala. 479.)

The four municipal institutions have been established by local ordinances and special legislation. Three are controlled by the juvenile court organization of Mobile and Jefferson counties. The other is under the Birmingham City Commission. The state exercises no authority over any of them.

Private institutions were formerly established by special acts of the legislature, but this is forbidden by the present constitution, and incorporation under general legislation substituted. "Strictly benevolent, educational, or religious corporations" are exempted from franchise taxation. All charters are made subject to amendment or repeal by general laws. (Constitution of Alabama, Secs. 104, 229, 241.) The process of incorporation under the general laws is very simple and for benevolent societies is accomplished by adopting a resolution to incorporate and filing in the county probate office a certificate stating the corporate name and the names of from three to twenty-four persons selected as trustees. (Code of Alabama, Secs. 3613-3626. General Acts of 1911, p. 145). Private institutions are under no governmental supervision or control, either state or local.

Three of the state institutions are for defective children, two for delinquents, one for delinquents and dependents. Three of the municipal institutions are primarily for delinquent children but occasionally care for dependents. One is primarily for adult unfortunates, but cares incidentally for their dependent children. The private institutions are all exclusively for dependents.

Finances

The state institutions receive appropriations from the state treasury made on a per capita basis. The use of this basis is a powerful incentive to overcrowding, and probably is in some degree re-

sponsible for the congested conditions in two institutions. These amounts vary from \$7 a month in the case of the negro reformatory to \$230 a year for the highly specialized schools for the deaf and blind. The municipal institutions are supported by the city and county governments controlling them. None of the public institutions, state or local, have any sources of monetary income other than their appropriations.

The fifteen private institutions fall into three groups according to the sources of their income. First, the two fraternal orphanages are supported by levies upon their respective orders. They receive in addition many gifts from individual lodges and members of their fraternities.

Second, the nine denominational institutions are supported by the charity of members of their respective faiths. Occasional gifts, trifling in amount, come from the general public. Only one appears to receive governmental aid—the Alabama Maternity and Infants' Home (Catholic), which is given \$50 a month by the city of Mobile.

Third, the inter-denominational and undenominational institutions, of which three are maintained by the charity of the general public. A fourth, the Mercy Home Industrial School, although a private corporation, is almost wholly supported by an annual appropriation from the state treasury amounting to \$5,000.

All the Alabama child-caring institutions are run on a modest financial scale. Some have too little money to operate as they should. One of the principal reasons why they are able to get along as well as they do is that they operate farms, dairies and gardens. It is impossible to obtain satisfactory figures showing the per capita cost of operation for comparative purposes in all or a majority of the institutions. This is because their systems of accounting differ, especially with regard to repairs and maintenance, because many of them depend in some degree upon gifts of goods, and because of the difficulty of estimating the value of the produce of farms, gardens and dairies. Some reckon very carefully the amount of these things in money but most do not, and methods of estimating probably differ.

By taking into account only monetary income, neglecting gifts in kind, and garden, field and dairy products, we can arrive at figures showing fairly well the amount of the financial burden imposed

upon the people of the state by the presence of each child in the various institutions. In other words, we can show the amount of money spent on each child monthly. Among the institutions for dependent and delinquent children this ranges from \$7 for one state school, and \$7.50 for one municipal home, to about \$15 for three or four of the private orphanages. Even these figures are not entirely comparable because of the variations in accounting practice to which allusion has been made. For this reason it has not been thought advisable to tabulate them or to compute a general average for the state.

It is especially important to notice, however, that statistics of money expended per child, no matter how accurate, can show only the financial burden upon the community. They cannot tell much about the comparative well-being of the children. This is because the gifts of goods and the milk, vegetables and fruits raised on the place benefit the child as much as cash expenditure. The fact is that nearly all the boys and girls in Alabama institutions are partly self-supporting by reason of their own work in dairy, farm, garden and cannery. This is so interesting and important from other viewpoints than the financial as to receive separate treatment later.

Plant and Equipment

The child-caring institutions of Alabama are as a group better than the buildings in which they are housed. Several of the structures date from half a century or more ago. These oldest buildings are of sounder construction than many of the recent ones, but in most cases do not come up to present-day standards as to light and ventilation. The poorest of all are some not long since erected, but of such poor material and makeshift design that they are literally wearing out.

It cannot be said that either the state or the private institutions show as a class any marked superiority to the other. There is a marked gradation among the institutions both public and private, from a high degree of excellence to extreme poverty of plant and equipment. Those poorest in material property are large and care for a great proportion of the defective, dependent and delinquent children of the state, but under serious physical limitations.

The best institutions are small and limited in their direct ser-

vice, but of great value as setters of standards. Only one is on the cottage plan, the (Episcopal) Church Home for Orphans, at Springhill. But the Mercy Home Industrial School is so small that it does not exceed the proper size of a cottage unit. Whether its future growth will be on the congregate or cottage plan remains to be seen. These two institutions represent substantially the ideal as to construction and equipment, as indeed they do in operation.

Some of the commonest phases of inadequacy in equipment will be specified in the discussion of health and of education. Space for play, and shade trees, are in nearly every case abundant. Playground apparatus, courts, and grounds laid off for games, are very generally lacking.

Farms and Gardens

Nearly every child-caring institution in Alabama has a garden large enough to be of consequence. Seven have real farms, four of them quite large. These seven also have dairies, and one or two others keep a few cows. One has large greenhouses. Most of the farms and some of the gardens have appropriate space devoted to fruit trees, and one or two boast extensive orchards.

Almost all were found to share the prevailing interest in the soil and its fruits and in a few even the small children appeared alive to the part which food-production is playing in the national effort. But the interest in gardening and farming evidently antedates the war, and arises primarily from local needs. It would be difficult indeed, if not impossible, for some of the institutions to feed their children without the use of their own products. The institutions most nearly self-supporting as to foodstuffs are the Odd Fellows' Home and the negro reformatory at Mt. Meigs. They have as a goal the raising of all food consumed by their residents.

Serious difficulties confront the superintendent of a child-caring institution in his agricultural work. The soil with which he has to deal is not always very good, as institutions are rarely located with primary regard to the fertility of their land. Of all the farms only that of the Presbyterian Orphanage makes the impression of especial natural productiveness. Some have been greatly improved, however.

Nor is the superintendent usually selected for his ability as a farmer. One or two frankly do not know how to farm. On the whole

they do remarkably well. But the superintendent has other duties more important or more pressing, and even if an expert farmer, cannot devote as much time as he would like to the farm. Some depend on a resident farmer. Two of the best farms, those of the Odd Fellows' Home and of the Presbyterian Orphanages are at a distance of one or more miles from the main plant. This is a very obvious and great handicap.

The labor problem is a serious one. Most institutions are too poor to employ much labor and must depend on the boys and girls. Even those that can afford it now find hired labor almost unobtainable. The children seem to have risen to the occasion with good spirit. Of course the institutions with big boys get along best, but the girls help to garden and sometimes to gather certain crops, and even small boys can in numbers accomplish a great deal. None of the superintendents wish to sacrifice the education of their children in order to raise crops, and none seem to be doing it. At Mt. Meigs, it is true, the boys go to school only half time, but those in authority rightly regard the making of good farmers out of the boys as perhaps the most important part of their education.

The benefits of the farm and garden work go far beyond the mere providing of foodstuffs. Outdoor work is healthful and probably the best work for growing children to perform. When done in proper surroundings and with proper limitations it is altogether beneficial. Children should not be deprived of play, but all children are better off for having regular duties. A consciousness of contributing to their own self-support is a fine thing, especially when it is properly brought to their minds. Farm and garden work is educative. To get the best educational results requires conscious effort and some skill on the part of the staff, but the work is in some degree educative whether it is intended to be or not.

Most children like farm life and gardens, The isolation and lack of amusement which are the main causes of children's discontent on the farm do not trouble the institution children.

Some of the best results are being attained with small gardens. The fresh vegetables not only help out a narrow income, but furnish a better bill of fare than could be purchased. Many of these gardens are very attractive to look at, and show that both the children and the superintendents take pride in them. The Mercy Home Industrial School secures educational results that are ideal for small

space. Many pure-bred varieties of small fruits and vegetables are grown. Quantities are small, but the culture is intensive, and is practically all done by the superintendent and her girls.

Canning and preserving almost everywhere supplement gardening. All the vegetables and fruits needed for a balanced diet are canned in some of the institutions with larger farms. Some make large quantities of syrup. The matrons and the girls naturally make the canning their principal share in garden activities. There are canning clubs in some orphanages, and in others the girls old enough belong to the club in the public school to which they go. Some of the girls have won prizes and trips or short-course scholarships by their individual work.

It is perhaps in their gardens and farms that the child-caring institutions of Alabama are as a whole doing best. As a group they are not distinguished for buildings or for equipment, for the professional training of their staffs, for the excellence of their educational opportunities, or for the adequacy of their income; but their farming and gardening and canning activities should be a source of pride, and help to make up for many deficiencies in the care and training of their children that would otherwise be felt.

Health

The health of the children is on the whole better than the measures taken to protect it. This probably may be attributed in largest measure to their outdoor life.

Ventilation of sleeping rooms is in more than half of the institutions inadequate, for at least a part of the resident population. This is in some degree the result of overcrowding, but still more largely of poor building design. Lavatories and bathing facilities are rarely adequate or inviting. The complaint is general that the boys break up lavatories, and this is given as a reason for not installing more and better ones. But some of the institutions with poor fixtures are careful to keep separate each child's hand basin and towel, and keep their children looking clean. Kitchens are everywhere neat and well kept, and in many cases are models of cleanliness. Nearly all the buildings visited were screened, but in many cases the wire was in such bad condition as to make the screening worthless. Two or three institutions, otherwise well kept, suffer

from a plague of flies. Toilet arrangements are reasonably good everywhere. In some places, however, they are inadequate for the number of children.

Physicians are on call in all the institutions. None has a resident full-time physician. In a majority though not all of the institutions dental work is done for the children when the need becomes apparent. In nearly all toothbrushes are found and their use encouraged. There is no regular "toothbrush drill" anywhere.

Preventive work is being done in only two or three institutions, in each case on the initiative not of the institution but of physicians in the town. In one of these the work has so far been confined to a tuberculosis survey. In another the children have been systematically examined by general practitioners, dentists, and ear, eye, nose and throat specialists. A great deal of corrective work has been done and much good is reported.

Infirmary or hospital facilities are generally poor or lacking. Too often there are no isolation facilities at all. At one institution an epidemic of measles was found in progress, at another, one of mumps. Happily, the infirmary rooms were usually found empty.

Education

Educational conditions in the child-caring institutions are in a changing state. This manifests itself most conspicuously in the attempts to enlarge trade education, and in the spreading practice of sending children to the public schools.

Aims and methods of instruction necessarily vary with the type of institution. The three schools for the deaf and blind are in their primary aspects supplements to the general system of public education. They are included in this survey because they deal with defective children. They offer a general elementary and high school course with a well-developed plan of vocational education in addition. Though handicapped by lack of funds and unable to carry out all that they wish to do for the children, they are far ahead of the majority of public schools.

The three state institutions for delinquent children naturally must conduct their own educational work. They, too, stress vocational education, and with excellent results. It is a pity that they should be so handicapped; the school for white boys, with fixed

income and rising costs, has been obliged to lay off all but one of its shop instructors and the two others are short of both equipment and teachers, yet they all manage to turn out boys and girls who can do something for a living. The interesting detention homes in Mobile send their children to the public school, with encouraging results.

The tendency at present is for the orphanages to send their children to the public schools. Five have adopted this plan in its entirety. These are the Episcopal, Mercy Home, Methodist, Presbyterian and Protestant orphanages. Three others send to the public high schools children of that grade. All the superintendents who have adopted the plan are pleased with it. The reasons which have led to the change are, they state, that the children are taught in better classrooms, with better equipment, are better graded and under a more numerous if not more competent staff of teachers in the public schools than the orphanages could afford. Most important of all, the children derive considerable social benefit from going out to school. They like the change, opportunities to play and the acquaintance with new children. It helps to prevent them from feeling themselves so "different." When they march in column to the school, as in two cases, this latter benefit is lost. At the two fraternal orphanages graded public schools are not near, and only the high school students are sent to town. These orphanages maintain graded schools of their own. That of the Masonic Home is housed in an excellent modern building and by an interesting exchange with the school board takes some of the neighborhood children. This arrangement secures some of the social benefits of sending the children to the public school.

On the other hand, the Baptist Orphanage, though handicapped by the unfortunate loss of its school building by fire, has rejected all suggestions to send its children to the neighboring public schools, except those of high school grade, and conducts its own elementary school despite serious physical drawbacks. The three Catholic institutions maintain their own graded schools. In one case the children were a few years ago sent out to the parochial school, but the system was discontinued. The reasons which the heads of these four institutions give for keeping the children in institutional schools are that it avoids bringing in epidemics, and lessens the clothing bill. The Catholics have the further cogent reason that the Sisters and Brothers of the orders conducting the orphanages are trained

teachers and adequate in numbers to do the work so that no additional expense is caused. The Catholic orphanages follow the curriculum of the Catholic parochial schools, the Baptist and fraternal orphanages that of the public schools. The Mercy Home Industrial School is of course not an orphanage but a high-class elementary vocational school for dependent girls.

Personal Care

The recognized ideal in the personal care of children is that given in the normal home. By their approximation to it the institutions are judged.

The factors deciding the quality of care are chiefly the physical plant and equipment already discussed, density of the resident population or degree of crowding, numerical adequacy of the staff, sympathy, tact, training and temperamental fitness for the work.

Gradations in the physical equipment have been pointed out. It is not an accident that the best-equipped institutions are the least crowded, and the institutions physically poorest have the densest population in proportion to their means. Those with the highest standards take no more children that they can do justice to. Others can usually find a place for "just one more."

Staffs are on the whole numerically more adequate than plant and equipment. Nevertheless in some of the private institutions the staffs seem overworked, and in two of the public institutions (Mt. Meigs and East Lake) the deficiency is most marked.

Except in the schools for the deaf and blind the workers are not as a rule trained, and often not experienced. In some cases benefits have apparently come from this, in the defiance of tradition and breaking of institutional routine. Mistakes must often be made on account of it, however.

The men and women who are caring for children in Alabama institutions are mostly in the work because of love for it, and exhibit the personal qualities that make for success in their work. They seem with rare exceptions to be genuinely fond of children, and with a somewhat larger number of exceptions, to know how to get on with them. Two or three of the people encountered seemed temperamentally unfitted to work with children, however much interested they might be. However, the acquaintance was too short to make other than tentative judgments.

Some institutions show to even the casual visitor an atmosphere of naturalness and love. A high degree of "institutionalization" is fortunately lacking in nearly all. Yet a few have an air of routine, if not restraint, that is obvious to any observer. There is little love in some of them; but in only one case did the children appear to be afraid of any of those in authority.

The manners of the children are usually frank and correct if not elegant. In some cases they rival those of children in the best homes. The children in the larger and poorer institutions are dressed poorly, but in the absence of a winter visit one could not say inadequately. Rarely, however, do the children show the effects of that personal care, individual help with toilet, conduct, and daily problems, which distinguishes at once the child fortunate enough to receive good parental care. More could be done as to neatness and personal cleanliness, in some of the large institutions at least, by setting better standards even without the personal touch.

When a Child Leaves

Boys and girls leave the child-caring institutions in a number of different ways. They may be transferred to other institutions. Maternity homes put their babies not otherwise provided for in orphanages. Orphanages which do not keep larger boys usually place them in other orphanages. There is a good deal of shifting going on all the time.

The placing of children in private homes by institutions is a phase of home finding and receives separate treatment in the part of the report devoted to that subject.

Many boys and girls are taken out by their relatives, who have either come into better circumstances or have developed greater interest in the children as they grow older. Superintendents think that this is often to the disadvantage of the child. If institutions were more careful to secure legal rights over every child entering and would then investigate carefully all applications for withdrawal they could check the evil.

The children who do not leave in any of these ways in time reach the age when they must go out and make their way in the world. This age is usually 18, but no institution keeps strictly to its rule. Institutions of every class except the maternity and municipal

homes help their children who have reached the age of discharge to find jobs, places to live, or working homes. Their policy is not to place the grown boys and girls in homes as members of the family, but as workers, on a definite wage. The superintendent of the Baptist Orphanage has a form of contract between the employer and employe, for one month; he has the boy leaving the orphanage and his employer sign the contract, thus seeing that the boy begins with a fair and definite bargain. The orphanage of course is not a party to the contract.

Placing of this sort is rather job- and residence-finding than home finding. It is a desirable and necessary adjunct of the institutions' work. No orphanage, school or reformatory should launch an adolescent boy or girl on the world without giving all the advice and help possible. There is little or no later supervision of those who leave, or record of their careers. The institutions depend on the boys and girls themselves to keep in touch with them. This serves in many cases, but it is likely that the very ones who most need guidance drop out of sight. No institution of any class maintains a field agent.

The lack of a parole officer, in the case of the reformatories, is peculiarly serious. They are given legal custody of every boy and girl committed to them until the age of 21. As they almost invariably parole them before reaching that age it is evident that the supervision of the paroled children is of the greatest importance to the community. At present there is no one to carry on outside the institution the good work which has been started within it.

Co-operation

Good-will exists in abundance among the different child-caring agencies, but co-operative effort is as yet but little developed.

The superintendent of one of the orphanages has proposed an association of all workers in Alabama child-caring institutions. The plan seems likely to succeed, and the meetings of such an association should be of very great service to the welfare of children in Alabama. To meet the need most fully such an association should affiliate with all other persons in the state working for children, especially the juvenile court officers and the people who are finding homes for children.

Mutual relations between the institutions and the neighboring

communities are even less advanced, but contain promise of usefulness. The movement, already discussed, which has resulted in the sending of many orphanage children to the public schools has so far done more than anything else to bring together the institutions and the neighbor public. A few institutions occasionally let some of their boys work for neighbors, partly for the purpose of gaining their good will. The practice has obvious dangers, though no bad result is so far apparent.

Neighbors can do a great deal to help the institution children enjoy a normal community life, and to give them an occasional taste of real home life. An example of excellent work of this kind is that of the Scottish Rite Masons of Mobile. The members take children from two of the orphanages in the city to their homes for week-end visits. The children go in rotation and are not selected by their hosts—it should be observed that this is an essential condition of success for such a movement. They are treated simply as ordinary visitors, sharing the daily routine and diversions of the family.

The same lodges have also undertaken through their members in the surrounding country to find homes near the city which will take children for a month in summer. Both of these forms of co-operation are good in themselves, but they have the further advantage of leading naturally to the finding of permanent homes for some of the children. In this aspect we shall have occasion to allude to them later.

Investigation

From the larger viewpoint the gaining of knowledge regarding causes of child defectiveness, dependency and delinquency, is one of the most important tasks of any institution caring for children. The state is even more deeply concerned to reduce the number of children in institutions for the future than to see that those now in them are well cared for. Such a reduction can come only from greater knowledge of causes. Here is the greatest possible opportunity for constructive work on the part of those in charge of the institutions.

It must be confessed that with regard to investigation of fundamental causes little has yet been accomplished by Alabama institutions. This is the least developed part of their work. The reasons are many and easy to comprehend. First is a deficiency of income. The superintendents properly feel that they must feed and clothe

and otherwise care for their children first of all. But since more children are always awaiting admittance it never gets any farther. The backwardness of social prevention in the state keeps the institutions from being able to contribute knowledge to the cause of social prevention, thus completing a vicious circle.

The relative scarcity of help in some of the institutions is merely a partial reflex of the financial limitation. But the lack of training of the superintendents and staffs is another and independent cause of backwardness in social investigation. The state hospitals for the insane are no more liberally supported than are many of the child-caring institutions, but they keep an admirable system of records and are able to trace in large degree the causes of insanity in the state and to furnish data for guiding the fight on that and other forms of social abnormality. The reason for this work is chiefly the superior knowledge and training of the head of the hospitals and their staffs. Some of the heads of child-caring institutions see and lament the deficiency of their investigative work, but some who see it and could perhaps financially afford to do more do not know how. Others unfortunately do not see the need at all. It was obvious that some were greatly puzzled to explain to themselves the reasons for the present study. After being convinced that it did not arise out of mere curiosity they kept asking questions and looking in a way that indicated search for a hidden motive. Their most common guess seemed to be that the visitor really represented people who had funds to give to charity. They simply could not conceive of an interest in child welfare which went beyond the care of such children as were brought to their doors.

The records of the institutions of all classes as to their children rarely go beyond an entry of from two to four lines in a big book. The name of the child and previous residence, the parents if living, and the names of the judge committing or persons sending the children are about all. In the reformatories the cause of commitment is generally so broad as to mean no more than delinquency. It may fairly be said that no large institution has an adequate record of the social circumstances under which the child lived and which led up to the immediate occasion of his entry. One institution has devised a good set of record forms, the best seen in the state, on the card index plan, and seemed to constitute an exception. But on inquiry it appeared that all the information on the entry card came from the

children themselves—small negro boys, largely illiterate. Moreover, since the wartime shortage of farm help had called the superintendent and his office to necessary outdoor work the filling of the card records had been largely neglected.

Lines of Development

The system of child-caring institutions in Alabama contains few gaps. One of these is indeed so serious as to demand special treatment. It is the absence of any provision for the care of feeble-minded children. The immediate establishment of such an institution is one of the two legislative recommendations made at the close of this part of the report.

With the exception of some provision for the feeble-minded the system of institutions is fairly complete. One further gap will probably be filled later—the lack of a place for delinquent negro girls. In every urban community at least there are young negro girls who do not work or stay at home, and who constitute a serious moral hazard and source of physical contagion to the youth of the neighborhood. There is at present nothing to do with such girls except to send them to jail or “bind them out” to someone. Neither plan works well. When the desirability of institutional confinement and care of these negro girls is better apprehended a reformatory for them will be established.

It is to be observed that there are no child-caring institutions in north Alabama. This does not mean that the children of that portion of the state are without provision, of course. It is mainly due to the fact that nearly all the institutions have been located for convenience in or about the three large cities of Birmingham, Montgomery and Mobile. Except for the municipal institutions, all receive children from any part of the state on equal terms. Any social advantage that a community enjoys from having an orphanage near at hand is counterbalanced by the suggestion it offers to good-for-nothing relatives to put into them children who could and should be kept at home. Any orphanage head can give instances of this. The establishment of new institutions for geographical reasons is fortunately as improbable as it is undesirable.

Ampler financial support is one of the most pressing needs of nearly all the institutions. With the exceptions already noticed,

enough institutions have been established. It is needful that the good people of Alabama give them a larger measure of pecuniary aid.

With larger funds will come not only better maintenance, but the additional buildings and equipment so much needed by some. It is unnecessary and undesirable that Alabama should ever rival the imposing structures which mark institutional development in some states, but buildings should be adequate, hygienic and sightly. As far as possible new construction should be on the cottage plan. It costs a little more to operate but it is worth it, and nothing would so conduce to the improvement in personal care which is one of the most hoped-for developments of the future.

Some of the institutions will in time to come move to the country, where more room is afforded for building development, for play grounds, for orchards, gardens and field crops. The few that are now backward in agricultural affairs will undoubtedly copy those more advanced. At the same time there should be a clear recognition of the limitations of institutional farming. Orphanages, for instance, should all conduct farms, but no one should expect them to be run without the aid of adult hired labor. The education, reasonable play, and strength of the children should not be sacrificed to crop production. More cows are needed; few superintendents say that they have enough milk. Opportunity of membership in canning clubs should be open to all institution girls.

In the field of health the principal progress will be in the adoption of preventive measures. Matrons will not wait for a toothache to send the children to a dentist; there will be periodical examination by a competent dental surgeon of all the children's mouths. It will not be necessary for a child to fail in his grade in order to start an inquiry as to whether he has adenoids; at least once a year all the children will be examined by a specialist. This work need not altogether wait on larger funds. When the superintendents and matrons show greater interest in it they will find ready co-operation on the part of the medical profession in all its branches. If funds are not now forthcoming it is in some degree at least because funds for this specific purpose have not been asked for. Medical care is an object which appeals to public benevolence and to governing bodies with a very great force when its need is shown.

Educational progress will largely be dependent on the general advance of the public schools now that so many institutions send

their children to them. For those who can adopt this policy and have not done so it would seem to be the best step to take. For those that cannot send out their children the principal tasks are to get more teachers so that each will have fewer grades, to get better classrooms, more sanitary and modern, and to continue the development of trade education.

Better after-care of children who leave institutions is one of the goals to work for in Alabama. Every institution should have a field agent or secure the assistance of some agency that can provide this service. The need of parole officers for the reformatories is particularly urgent.

The growth of the co-operative idea, among the institutions and between them and the public, can confidently be predicted and will add greatly to the well-being of the children. Greater interchange of ideas among the workers, through the proposed association or some similar one, perhaps in connection with the Alabama Sociological Society, would be of immediate value. It is hoped that this study will serve in some degree to that end. The spread of the week-end visit and summer vacation idea for orphans ought to be assured.

But the most powerful single agency for state-wide co-operation would be a state board of social welfare. The need of such a body is so great and so pressing that its creation has been made the second of the two legislative recommendations herein offered.

Looking at the child-caring institutions of Alabama as a whole we may be glad that two distinct tendencies have appeared among them. One or two have set for themselves high ideals and have come well up to them, taking only so many children as will permit care in accord with their standards. Several crowd to the last degree, and refuse scarcely any applicant; they cannot maintain the high standards of the best institutions, but find a place, and some sort of care, for children that need it. Each of these types renders its peculiar service. The one shows the people of Alabama what is proper and possible in the care of unfortunate children, the other makes temporary provision for those who would otherwise be still worse off. The majority of the institutions lie between these two well-marked types.

The greatest advances in the near future will be made by grading up all the institutions to the standard of the best existing ones. When the supporters of the poorer ones are fully shown in the concrete the need for progress, it will be easier to get the funds necessary

to bring it about. Meanwhile, it is the incessant increase in the number of defective, dependent and delinquent children which affords the greatest obstacle to progress by diverting all new funds to the same indifferent care of greater numbers of children.

The ways of meeting and checking the increase of socially abnormal children lie largely outside the field of this particular study. The improvement of general education, the bettering of public health, and the creation of a state and local organization for social welfare are three of the chief preventive measures, treated in other chapters of this report. A better enforcement of existing laws is dependent on the creation of the administrative organization mentioned. It can accomplish much by requiring relatives to support children who would otherwise be in institutions. Revision and better administration of the marriage and divorce laws would contribute to the same end. One of the greatest preventive measures is provision for the feeble-minded, which is herein recommended. In the meantime the best that can be done for the children who crowd to the doors of the institutions is to make more adequate preliminary investigations, in co-operation with the officers of the law everywhere, and to find homes in private families for as many children as possible. The latter is of such interest as to demand a special account in the second part of this study.

Legislative Recommendations

This report is written with active consciousness of the national situation, and of the need of subordinating matters that would otherwise be important to effectiveness in war. The only legislative suggestions made are those that make for a practical increase of the strength and solidarity of the nation at home. They are made rather because of the war than in spite of it. They are two: *a state institution for the feeble-minded*, and *a state board of social welfare*. Reasons will now be given for the first of these recommendations.

There is no provision made in Alabama for feeble-minded children, nor any care of feeble-minded adults or check upon the propagation of weak-mindedness. As a consequence feeble-minded children are found in places where they do not belong, where they cannot receive proper care, and where they interfere with the development of children mentally normal.

There are 50 children in almshouses in Alabama. Most of

these are feeble-minded.* That is why they are there—no one else will take them. A law forbidding the residence of children in almshouses would be undesirable and unenforceable unless a place is provided for the feeble-minded children. Provide such a place and the evil of keeping children in poorhouses will automatically disappear.

There are a few children in the Bryce Hospital for the insane. The law permits the sending to that institution of only those persons who on account of their mental condition are a danger to the community. It is doubtless stretched sometimes in order to provide for feeble-minded children for whom there is no other place. Obviously an insane hospital is not a fit home for them. This difficulty will be remedied at once by the provision of an institution especially for their care.

A large number of feeble-minded children are now in the child-caring institutions of the state. Few were found without any. In the absence of proper mental testing anywhere it is impossible to offer accurate statistics. Many of the children, however, are of so low a mental grade as to make plain their deficiency to the writer upon his visits. Superintendents and members of the institutional staffs pointed out or mentioned others. At a few institutions those in charge seemed never to have thought of the matter. Others spoke of it as their most difficult problem. The latter probably exaggerated the number of deficient children under their care. Probably many are simply retarded by bad feeding, disease, ill treatment, neglected education and poor home care in general. A conservative reckoning is that not fewer than 40 mentally defective children are now in the orphanages of the state. It is worthy of emphasis that this is in spite of the fact that none of them willingly or knowingly accept a feeble-minded child. One superintendent displayed the form of medical certificate required by him with every application, signed in each case by a practising physician and attesting that the child is normal, physically and mentally. Despite this precaution, the superintendent stated that he often suspected mental weakness in new arrivals, had such cases examined by local physicians, and rejected them on confirmation of his suspicions. None the less, he pointed out five feeble-minded children then in the institution, some of them of imbecile grade.

* Information furnished by the Child Labor Division of the State Health Department.

The residence of these feeble-minded children in orphanages is bad for them and unfair to the other children. There is no way to prevent it at present, because there is in the state no place equipped for making and recording scientific tests for weak-mindedness, and no person skilled and habituated to making them. Furthermore, once in an orphanage there is no way to get such a child out. There would be no place for one but the street. For this reason there are three imbecile women past 30 years of age, seen by the writer, who have grown up in Alabama orphanages and still reside in them, among the little children. No superintendent or board has had the heart to throw them out, though the undesirability of their remaining is fully recognized.

The state schools for the deaf and blind are for children mentally normal, and exclude or send away those who do not come up to standard—this is proper. The reformatories, however, cannot exclude the subnormal children, and the head of the girls' reformatory estimated the proportion of subnormal girls among those in her charge at two-thirds of the whole. Had they been placed at the proper age in an institution for the feeble-minded they would not have come to grief. Here is the most tangible and practical way of reducing the number of the unfortunate girls that overrun all provision now made for them in the state.

Mentally deficient children cannot be and should not be placed in private homes. Only a segregated life is practicable for their proper care. They should not even remain in their own homes unless their parents have no normal children and are wealthy enough to provide specially trained teachers for the unfortunates. It will be amply apparent to the reader of this report that real home care is infinitely to be preferred to institutional care in the case of all physically and mentally normal children. Even the crippled child had better remain at home except while undergoing corrective surgical treatment. But the mental defective is in a class apart, and must receive special handling. At home he is a discouragement to parents, a blight to the normal children if there are any, and without hope of development himself.

A state school for feeble-minded children should at once be established, to which all such children should be transferred from the almshouses and orphanages. It should also invite and encourage parents of feeble-minded children now living at home to send them

to its skilled care and training. By so doing it can save many from going to reformatories in later years.

In conjunction with the school for the feeble-minded should be established a home for the custodial care of feeble-minded women. In it all such women should be kept during the entire child-bearing period. Thus can the stream of degeneracy be checked at its source. It is an established and well-known fact that nearly all feeble-mindedness in children can be traced to feeble-minded parentage. Of parents who are both feeble-minded all children are feeble-minded; where only one parent is of weak mind the great majority of the children are feeble-minded. Other defects are closely associated with this one. It is not so necessary to confine the half-witted men; control of the women is more urgent. For their own protection it is necessary, and for maintaining the strength of the state in peace and war it is still more necessary.

Girls would be transferred from the school to the custodial institution at the proper age. Under trained instructors the feeble-minded are capable of considerable progress in self-help and simple industrial tasks. It seems most desirable that the school and custodial home be established on the extensive lands of the Bryce Hospital, and under the supervision of its head. The three institutions would be separate units but in convenient proximity and federated, as it were. This would be the least expensive plan, and presents distinct advantages of its own.

This plan should provide for expert testing of all children now in the institutions, public and private, and for the furnishing of such tests to parents on request. The proximity of the University of Alabama to the suggested site of the new institution offers important possibilities of co-operation with the department of psychology of the university. The state board of social welfare about to be discussed should assist in carrying out mental testing of children in the state at large.

The second imperative need disclosed by our study of the child-caring institutions is that of a state board of charities, or as the writer would prefer to name it, a *State Board of Social Welfare*. This board should have as one of its departments a *Division of Child Welfare*. It is suggested that the board be of moderate size and unpaid, and it is essential that it employ as executive secretary and as head of the child welfare division trained social workers, who being employees strictly, need not be residents of the state.

The board of social welfare, through its child welfare division, would have general supervision and control over all state and municipal child-caring institutions, and the power to visit and require annual reports of all private institutions. All new institutions should be compelled to secure from it a license before beginning to operate.

It would furnish a clearing house of information for all child welfare workers, and gradually lead to a standardization of the existing institutions. By prescribing the form of report from all institutions and publishing these reports under a single cover it would render immediately available to all parties interested the prime facts regarding institutional conditions in the state.

PART II.—HOME FINDING

No matter how high the development of child-caring institutions, the child is best off in a home. If he has been so unfortunate as to be deprived of his own, then his chances of happiness and of proper preparation for a normal adult life are next best in a foster home. A good institution may indeed be better than a bad home; but the important fact is that as a place for a child, a good home is better than the best institution. The finding of foster homes for homeless children becomes therefore a matter of concern to the state.

Mentally defective children should never be placed in homes, physically defective ones but rarely. Delinquents too are not ordinarily placeable, but small boys form an exception. Dependent children in a majority of cases can and should be placed in homes. For reasons which will later become clear, it is not practicable to give figures as to the number of children for whom homes have been found in Alabama during the past year. The most careful approximation possible is that at least as many dependent children are annually placed in homes as in institutions.

Interest in home finding is just beginning to be largely felt in Alabama, and indications are that the work will in the future not only be done on a greater scale but far better done. Even of the dependent children some are for personal or environmental causes not practically placeable. So institutions of all the types will always be needed. But every suitable child should go into a home, and that means many more than are now going.

Legal Status

There are three legal phases of home finding in Alabama, namely, apprenticeship, adoption, and placement. Apprenticeship survives by virtue of an old statute which allows probate judges to bind out dependent or delinquent children to masters until they reach the age of 21. It seems to be rarely employed and to possess no particular advantages under present conditions, and might well be legally abolished. (Code of Alabama, secs. 2896-2907.)

Adoption appears to have been originally designed in the Alabama law as a method of legitimization. It is independent of the custody of the child adopted. Anyone who so desires may legally adopt any child by merely entering the proper papers at the probate office. This gives the child adopted the right to inherit, and, if he chooses, to take the name of the person adopting. It does not require the assent or even the knowledge of the child or his representatives, and gives no rights over the child. (Code of Alabama, sec. 5202). In practice, of course, people adopt children who are already in their custody.

Placing in homes and institutions is now effected by means of the juvenile court laws. There is a general act applying to the state at large and special laws with similar provisions have been enacted for Jefferson (Birmingham) and Mobile counties. These laws give to the juvenile court judges the fullest powers to commit dependent or delinquent children to institutions or to the custody of societies or of private individuals. Commitment is indefinite, the jurisdiction of the court lasting until the children reach the age of 21 years. In view of the detailed discussion of the juvenile courts in another chapter of this report it is unnecessary for us here to consider the law in fuller detail.

Individual Placing

A great many good people in all parts of Alabama occasionally find homes for children. It is impossible even to estimate their number. They place from one to a dozen children in the course of two or three years, most of them not more than one child in a year. Home finding is for them an incident to other charitable work.

An example may be afforded by the Salvation Army. Their workers do not undertake the reception of children and the finding

of homes for them as a special feature of their labors, but in Montgomery and Mobile at least they find homes for two or three children a year. These are usually illegitimate infants. The policy of the Army is to keep such children with their mothers, and it has provided a Rescue Home for them in Birmingham. But occasionally a mother dies or for some other reason the local ensign has the baby on his hands, and finds it a foster home. Many other social workers, both public officials and representatives of private agencies, have like occasion to find homes for infants.

These professional social workers usually place children in their home cities or near by, and with persons whom they know. They sometimes visit the homes after placing, though not regularly or in all cases. They keep no special records. They all report that they have more applications for children, many times over, than they can fill.

The amateur social workers are harder to keep track of. In many towns some charitable lady habitually finds homes for both babies and older children when brought to her. Most placements would appear to be local, but this is not always the case. These occasional home finders have doubtless relieved much suffering and in the absence of organized home finding have until recently filled a real need.

Institutional Placing

The orphanages and maternity homes nearly all find foster homes for a few children, usually of tender age. The initiative ordinarily comes from the prospective foster parents. The superintendent may make a personal investigation of the home if the applicant lives in the same town. If not he depends upon the pastor of the church of his denomination, a member of his board of trustees, or some other friend to report on the fitness of the home. Most superintendents realize the deficiencies of this plan; one, however, regarded it as ideal. No institution maintains a field agent.

When the would-be foster parents are acceptable and have found a child that pleases them the institution transfers the custody of the child to them. Proper legal steps are not always taken. Indeed some officials did not seem to have thought about the matter. Others are quite careful, and require that the child remain in his new home a certain period before the legal transfer of authority. Insti-

tutions expect foster parents to adopt the children they place. The officers quite generally confuse adoption with legal custody.

When the foster home is nearby the superintendent usually visits it after placement. When it is at a distance he ordinarily assumes that all is well unless the foster parent desires to send back the child. Several orphanage heads said that if anything were wrong they would hear about it from the local pastor. In the case of the Catholic institutions the bishop has final control of placements as of all other matters, and makes a practice of having children brought before him for inspection by their foster parents, when he is on his rounds. Only one institution keeps any record of placements other than a ledger entry.

Some children are also placed on contract. The Methodist orphanage pursues this policy, and placed twenty-three children during the year ending April 30, 1918. The contract is carefully drawn, stipulates in detail the educational and religious opportunities which must be offered the child, and covenants that he shall be cared for as the person's "own child, and not as a servant." Custody of the child is transferred to the person taking it, and the orphanage reserves the right to resume custody in case of a breach of the contract. This orphanage has in its application form a clause yielding it permission to place the child without consulting the applicant. It places far more children than any other orphanage.

True home finding should not be confused with the procuring of places of residence and situations for children who are of the age of leaving. The latter has already been treated in the part of the report dealing with institutions.

The institutions find homes for comparatively few children, not more than one or two a year, as a rule. These are usually infants or very small children. The reasons assigned by superintendents for not finding homes for more children are that most children have living relatives who are willing for them to be in institutions but not in foster homes; that larger children are hard to place; that children are better off in institutions; and that no more homes can be found. All agreed in giving the first reason. Undoubtedly more children could be placed if institutions would be more careful to acquire legal title to every child put in them. The law is entirely adequate in this respect; authorities simply fail to take the proper steps.

Institutional authorities seem to view in a friendly manner the co-operation of the Alabama Children's Aid Society when it has been offered them. One orphanage now depends entirely on the society for help in placing children.

The Alabama Children's Aid Society

This central child placing agency was chartered November 29, 1917, though it had already begun its work on October first of that year. It took over in large degree the work of the defunct Alabama Children's Home Society. Headquarters are in Birmingham, in the Juvenile Court building, and the staff consists of a state superintendent, one visitor and a stenographer. Between October 1, 1917, and May 31, 1918, it had placed in family homes 91 children, of whom 49 had been adopted. In addition the society had at the latter date one child in a family home at board, and five in their own homes under supervision. Fifty-six other children had been referred to the society for consultation and advice.

The function of the society is to serve as a statewide home finding agency. Its support comes from the voluntary contributions of its membership, which is distributed over all parts of the state.

Children are referred to the society through various channels. Upon receiving word of a child in need of its assistance an immediate social investigation is made of the child's environment. This is done by a personal visit, no matter where the child may live. If it is decided that he needs a new home, the society goes before the juvenile or probate court judge of the child's county, and secures the legal custody of the child or has his case continued in court for ninety days while a home is being found. When a satisfactory home is ready the society or the court transfers to it the custody of the child. Later, if adoption is desired and recommended by the society it appears in court with the foster parents and assists in completing the process of adoption.

Meanwhile the society has been busy with the work of securing a suitable home. Many people from time to time apply to the society for children. All such requests are acknowledged, and an application blank is enclosed, asking detailed information regarding the home, and references. If the application returned is encouraging, the references are written to. In case their replies are favorable a visit

is made to the home. Four out of five applicants are rejected at some stage of the process. Out of the remainder a waiting list is made up. When a child is to be placed, he is not put into the first acceptable home, but the one *most suitable for him* is selected from the society's list.

The many children who are not in good physical condition are put in hospitals or boarded on contract in private homes until they are in health. No other placing on contract is done.

Perhaps the most important part of the work comes after placement. The visitor of the society comes to see the child in his new home as often as seems necessary. Proper advice and help are given, and many failures are averted. In those rare cases, however, where a new foster home is necessary it is provided in time.

The records of the society are complete, admirably planned and kept on the modern and business-like loose-leaf and card index plan.

It is the society's desire to co-operate with private parties interested in child welfare, and with officials of private and public charitable agencies everywhere. The social worker who has a child thrown on his hands may go to it for competent assistance. The society offers its assistance in making investigations of homes and in following up placements to the institutions of the state. Some co-operation has already begun; The Episcopal orphans' home and the East Lake reformatory in particular are making use of the society's aid. The latter institution hopes to place in this way all its small dependent boys whose presence in the reformatory is so much to be deplored. Small delinquent boys have also been placed, with success.

Through its carefully-recorded social investigations the society is gathering a store of facts which will be available for use in devising preventive measures. It is the only child-placing agency of importance in the state which is doing so.

Lines of Development

Home finding in Alabama is now in a transition stage from an unregulated, spontaneous, charitable activity to one organized and co-operative. Putting a child in a strange home is too serious a business to be lightly undertaken. Greater care must in the future be

exercised in investigating prospective homes. No child should ever be put in a home until it has been visited by a trained social worker. This means that persons, organizations and institutions that do not maintain a field agent ought not to place in any but local homes which they themselves have visited. If they wish to place at a distance they should employ a trained visitor or call in an organization that does employ one.

Pastors cannot be relied on to report on homes. They lack training, have little time for the work and do not like to offend members of their church by an unfavorable written report when the whole responsibility is put upon them. A flagrant instance of delinquency in this respect was brought to the attention of the writer by a deaconess of the minister's church. Pastors can often give valuable assistance, and should invariably be consulted, confidentially, by the investigator. But no child should be entrusted to foster parents except on the responsibility of an experienced professional social worker.

Personal visiting of foster homes after placement should also be invariable, and should also be made by trained workers, for the same reasons.

Adequate and complete records should be kept and accessibly filed in the case of every placement. These records include the parentage and history of the child, summary of the investigation made of the foster home, copies or briefs with citations of every legal paper involved in the transfer, and memoranda of visits subsequent to placement.

Every child should receive a thorough and scientific mental and physical examination before being placed in a home. Finally, home finding must increase in quantity as well as in quality. No placeable child should be left in an institution or committed to one. This should be done for the sake of the children who are not placeable as well as for those who are. In this way can the congestion of the institutions for dependent children be most practicably relieved, and better care attained. All of these things must and will come with the growth of public interest in the welfare of children and the spread of scientific information about it.

One phase of the future development of home finding is of such pressing importance as to merit separate treatment, and the suggestion of legislative action.

Legislative Recommendation

The *State Board of Social Welfare* with its *Division of Child Welfare*, already suggested in the part of the report dealing with institutions, is equally to be desired from the viewpoint of home finding. It should receive the authority usually given to such boards or to state boards of children's guardians. This includes a general supervision of child placing in the state. Specifically, the board, through its division of child welfare, should require and publish reports on a prescribed form from every individual, organization or institution in Alabama that finds homes for children. It should co-operate with all such persons and bodies and with local public authorities, furnishing whatever information may be at its command, and bringing the different agencies in touch with one another. It should be the concrete expression of the interest and authority of the state regarding the finding of homes for its unfortunate children.

RECREATION

GLADYS M. GLEASON

National Child Labor Committee

The slow growth of recreation, especially in the rural districts of Alabama, may be largely attributed to a tendency which still persists in many localities to cling to the disciplinary idea of education. With the idea of discipline predominant it is not difficult to understand why play, especially organized play, has not been a more important factor in the educational system of the state. The lack of municipal funds has also been a serious obstacle in carrying out experiments, and there exists at the present time little tangible evidence of the development of the community spirit. Gradually, however, through the effort of the various educational agencies the doctrine of directed recreation is being spread and in some cases with very gratifying results. It appears here and there in sporadic instances, a municipal playground, a county recreation league, being illustrative of its growth.

Perhaps the most significant instance of the recognition of the place of recreation in the daily life of both children and adults is the attention which the industrial world is giving to the problem. The big industries of the state are beginning to realize that well cared for and contented employees mean efficiency and in all cases the money spent in improving their living and social conditions has proven an excellent investment. The community centers established by the Tennessee Coal, Iron and Railroad Company are splendid examples of what may be achieved along this line. Excellent schools with splendid equipment for physical training have been established; there are community houses where all sorts of community meetings and entertainments are held, school gardens and facilities for every form of athletics; exhibits of academic and kindergarten work, cooking, sewing and Red Cross work are regularly held; and an annual recreation exhibition comprising formal field drills, athletic contests and a pageant are held in which each community center participates. Other industrial plants in various

parts of the state have also undertaken this community work, although on not quite such an extended scale; this effort reaches only the families of employees and includes only a small percentage of the population of the state, but it forms a nucleus around which a state-wide recreational system may in time be built.

The State Department of Education has endeavored to place the subject before the eyes of the people and to awaken in them a sense of responsibility towards the children of the state. A similar attempt has been made by devoting to recreation a part of the program at teachers' institutes which are held annually, every teacher in the state being obliged to attend. In this way the seeds are gradually being scattered even in the most remote of rural communities, although it may be a long time before any definite results are obtained. A desire for wholesome recreation must first be created in the people and when this has been done it will be the responsibility of the state not only to foster this desire but to provide the means of its realization through its various social agencies.

It is the aim of this report to picture as far as possible the present condition in Alabama, uncomplicated by military activities. In some cases this has been difficult as the entire aspect of the recreational problem has been changed by the presence of large military camps. In making the investigation upon which the report is based ten counties (Lauderdale, Madison, Etowah, Clebourne, Talladega, Jefferson, Tuscaloosa, Montgomery, Dallas and Mobile) and eight cities (Anniston, Bessemer, Birmingham, Gadsden, Mobile, Montgomery, Selma and Tuscaloosa) as well as several small towns and villages were visited. The subject naturally falls into two divisions, urban and rural, which will be considered separately.

URBAN RECREATION

The problem of providing adequate recreational facilities for children has been complicated by the somewhat abnormal conditions which exist at the present time throughout the state. The towns and cities located near the cantonments have been strained to their utmost capacity to provide for the soldier, who has completely absorbed the public interest for the time being, the child being left to shift for himself. In most cases the effort to entertain the soldier has resulted in a higher standard of recreation. The War Camp

Community Service in whose hands the problem has been placed, is largely responsible for this improvement. All places of amusement are carefully supervised by the committee, assisted by the military and civil authorities, and no public performance which may be considered questionable is allowed to continue. The U. S. Public Health Service is responsible for the sanitation of public places of amusement which have been kept scrupulously up to standard.

From the standpoint of the child, however, most of the towns have pathetically little to offer. The most common and without doubt the most popular form of amusement for children as well as adults is the motion picture show. In this particular field which offers such wide and varied opportunities for a special appeal nothing definite for the special benefit of children has yet been accomplished and although several moving picture producers reported an attempt at children's programs, they were unanimous in feeling that such programs were unsuccessful from the popular as well as the financial standpoint. In all cases special children's features, such as the *Bluebird*, *Alice in Wonderland*, etc., were reported to have met with little or no response on the part of the children, while pictures featuring the leading movie actors and actresses may be counted on to pack the house. Only one manager had attempted films of the so-called educational type with any degree of success, films of Dickens stories, for example, having been so well received that others of the same character had been booked for the following month. This moving picture theatre was in a university town and, as the manager frankly confessed, did not attract as many children as another theatre down the street which featured a popular comedian. Family group pictures are made practically impossible in all cases because few of the moving picture theatres show more than a news film and one feature picture at each performance. This makes a wise selection of films for the daily program a matter of vital importance. For the purpose of this investigation thirty-seven motion picture theatres in eight cities were visited, nine of which included vaudeville in the regular program. It is rather difficult to determine in one visit to each theatre what is the general standard of the house, but in very few instances were the pictures found to contain anything objectionable or harmful to children.

There is neither state nor local censorship at present in Alabama.

An ordinance providing for local censorship was introduced in Montgomery some time ago but it was defeated. Moving pictures in Birmingham have been censored from time to time by volunteer committees but at present this is not being done, in all cases censorship being left entirely to the manager. Several of the managers who were interviewed said that it was their custom to watch the first matinee performance for any features which might be considered objectionable. They were quite unanimous, however, in agreeing that the public would not permit the production of questionable pictures and that it was a matter of good business to see that the standard of their theatres was not lowered.

The securing of a higher standard of pictures for adults as well as children depends upon public education. A demand for more educational pictures must first be created by means of publicity of the right sort, through newspapers, women's clubs, schools, churches, etc. Parents must be made to realize the danger of giving money indiscriminately to their children for moving picture shows. They should know what sort of pictures their children are seeing, and whether or not they are suitable. The problem which naturally arises at this point is how children may be prevented from seeing improper pictures. A picture may be quite harmless from the adult point of view but as long as children are permitted to attend the same performance they are likely to be brought into contact with situations to which, at their age, it is unwise to attract their attention.

At the present time only one city has an ordinance controlling the nature of the performance which shall be given in the moving picture houses. The ordinance of Birmingham is explicit in this respect. Films depicting the vulgar or the obscene, scenes of violence, such as lynchings or suicide, immorality, white slave traffic, etc., are barred. There is also a general provision for prohibiting vulgar or immoral vaudeville performances and there has been little complaint with regard to the character of either films or vaudeville in the city and in fact in the state. "Public opinion will not stand for anything vulgar," seems to be the general opinion of those interested in film or theatrical production. Some of the towns have ordinances giving the police power to close public performances of an indecent nature. These ordinances are rarely enforced. An investigation by the War Camp Community Service of the recreational situation in Mobile has resulted in an attempt to improve

conditions in the motion picture theatres of that city. Under the direction of a committee of this organization a model moving picture ordinance is being drawn. The movement has met with hearty cooperation on the part of the producers as well as the authorities. Several of the managers have submitted their monthly programs to the committee for approval before advertising the pictures.

There are comparatively few theatres which include vaudeville as a part of the regular program. Four of the cities have vaudeville houses which are on the Keith or Loew circuit and which offer a good type of vaudeville performance. Aside from this better type of vaudeville three of these cities were found to contain vaudeville theatres of the burlesque variety. These cater to a cheap class and are often of a vulgar and demoralizing nature. In one case the investigator was told, "That show is no place for a woman." At the time of this investigation none of the regular theatres were open. An occasional stock company, vaudeville performance or a road company of the better class was reported but in most cases these had not met with financial success which perhaps accounts for their occasional appearance.

In only two cities were the theatres and places of amusement open on Sundays. At the time the investigation was made an ordinance making Sunday performances possible was under consideration in Birmingham. This ordinance, however, failed to pass. Ten theatres were found to open at 9.30 a. m.; the others open anywhere from 12 to 2.30, closing usually from 10.30 to 11 o'clock. The admission varies from 5 to 20 cents, according to the character of the theatre, 10 to 15 cents being the average price. The price of the cheaper vaudeville shows is usually 15 to 25 cents. Keith's and Loew's theatres, however, are more expensive and for that reason the attendance of children is limited.

There is no state law prohibiting the attendance of children under 16 years of age at night unaccompanied, nor has there been any attempt at local regulation. The attendance of children in most of the motion picture theatres is large, in one case a manager reported 50 per cent. Very often parents leave their children at the theatre while they are shopping or otherwise engaged, and frequently they remain as late as 10.30 entirely alone. In one city an unusually large percentage of children present at a morning performance was noticed. One manager was found who made a practice of allowing children

to come in free after the first evening performance, with the result that at 9.30 there is always a noisy and disorderly crowd of boys hanging around the doors waiting to be let in and causing a great deal of inconvenience to the passersby and to the patrons of the theatre.

Six of the cities visited have ordinances requiring the inspection and approval of buildings by the city building inspector. In the two other cities the information was not obtained. The ordinances controlling sanitation of public buildings are for the most part comprehensive but so far as could be found, there has been no effort to enforce them except in cities near army cantonments where the administration of sanitary affairs is in the hands of the U. S. Public Health Service. This does not mean that the theatres are not in good sanitary condition or properly ventilated. In most cases the buildings are in very good condition, clean and well ventilated, some of them having been made very attractive. Only four were found to be dirty or lacking in proper ventilation and none were found unlighted throughout the performance although this is rarely required by ordinance.

Every city and town requires the payment of a license for the operation of a moving picture theatre. The amount of the license is usually fixed annually, and differs according to the seating capacity, price of admission, net proceeds of the theatre, inclusion of vaudeville, etc. In addition to the city license there is a state license of \$150 and a county license of approximately \$75. This fee is doubled in case of Sunday performances.

All of the theatres visited have complied with the Southern Fire Underwriters' regulations in respect of fire protection. These requirements are very complete, comprising construction of the booth, number and width of aisles, number and width of exits, marking of exits, standing in the aisles or at the rear of the theatre, overcrowding of the theatre, use of fire extinguishers, etc. The ordinances of some of the cities are very specific with regard to fire protection, but in all cases a regular system of inspection should be established and the ordinances enforced. Only two violations of the fire regulations were found. In one theatre a large number of people were permitted to stand in the rear of the theatre during the performance and in the other the exits at the front on either side of the screen were not marked.

Recommendations.

In order to insure the physical safety of patrons of motion picture theatres systematic inspection by city boards of health would be advisable, and a careful record should be kept of the places inspected and the sanitary conditions found. Fire ordinances concerning motion picture theatres and comprising the regulations of the Fire Underwriters' organization should be adopted in all cities and towns and enforcement insured through inspection by the fire department. To secure the enforcement of both sanitary and fire regulations the co-operation of the various civic associations should be sought. Public interest should be aroused and the people should be made to feel the necessity of reporting violations of these regulations to the proper authorities whenever they are discovered, and of following up each case until improper conditions are corrected.

With regard to motion pictures it is difficult to determine how the present situation may be improved. When children's programs have been tried and found to meet with little or no response it is difficult to convince the producer that they may be made a financial success. The first step toward more suitable pictures for children will have to be made by stimulating public opinion. To do this the co-operation of schools, churches, Y. M. C. A., women's clubs and other such organizations should be enlisted. Good pictures should be widely advertised through these organizations and the interest of the children diverted to specially selected films. A child's interest may be aroused by a suggestion from his teacher. He will go to see the picture. If he likes it, others will follow, and before long the producer is sure to be gratified by the result of his co-operation with the schools.

In making the choice of suitable pictures the producer will find the lists published by the National Board of Review extremely helpful. These are selected with a view to pleasing the rank and file of children and have been successful wherever they have been tried. They do not necessarily have to be children's pictures in the generally accepted sense of the term, but may be tales of adventure, stories of the West, popular comedies—any of the various types which the average adult enjoys, so long as they are not overstimulating or unsuitable.

The passage of a state law preventing the exhibition of pictures containing scenes of questionable character should be considered

and the enforcement of such a law should be placed in the hands of the police department of each city. There should also be a state law prohibiting the attendance of children under 16 years of age at night unless accompanied by parent or guardian.

In the matter of censorship it is again necessary to depend largely upon public opinion. Local or state censorship seems not only unfair to the manager but to the public as well. Local censorship in a small community is practically impossible from the standpoint of the manager because very often the films do not arrive in time to be viewed by the censor before the opening of the performance and in case they should be rejected there is no chance for substitution at such a late hour. Another drawback to local censorship is the tendency to force films which have been rejected by the board of one town upon a neighboring town having no censorship. From the standpoint of the public both local and state censorship seem inadvisable. The power of choosing the character of films to be shown would be placed in the hands of a few people and it would be quite natural for each one to be influenced by his individual taste. It would be difficult to secure a sufficiently large group of representative people to form a voluntary board of censorship who would devote enough time to the matter to make their work effective.

It must be recognized that the moving picture has come to stay and that it is daily growing in popularity. No effective substitute can be found, although through the development of recreational facilities out-door play may in time vie with it in popularity. Until that time comes, however, every effort should be made to secure clean, wholesome pictures, chosen with a view to stimulating normal emotions and ideas, serving the same purposes in the child's education as wisely directed play, and satisfying at the same time his desire for amusement.

Dance Halls.

At the present time the commercial dance hall is practically non-existent in Alabama. Public dances are being held nightly at Oxford Lake, an amusement park near Anniston, supervised by military authorities and the War Camp Community Service. Birmingham's new municipal amusement park also contains a dance pavilion where dances are held nightly, but with these two exceptions, no licensed dance halls were found in any of the cities covered by this

investigation. In several of the cities it was reported that they had existed in the past but in most cases had become so disorderly that they were closed by the city authorities. In other instances they had not proven a success financially and were abandoned. Among the negroes, however, they are still to be found and those cities which have adopted dance hall ordinances have done so for the purpose of protection against the disorder which frequently arises at these places. All of the cities and nearly all of the towns in the state require a license for the operation of public dance halls, but very few have adequate ordinances for their control. While the absence of dance halls at this particular time simplifies the recreational problem it does not necessarily mean that the problem will never arise, and when that time comes, adequate control of the situation through city ordinances will be necessary. A nominal license should be required, and the character of the person or persons running the hall or employed therein should be ascertained and approved. Children under 16 years of age should not be admitted. A 12 o'clock closing law should be enacted and no disorderly or disreputable persons should be admitted or allowed to remain in the hall. Provision should also be made for revoking the license upon refusal to comply with the ordinances. In addition there should be definite provision for enforcement and supervision preferably not by uniformed police.

Each town, however small, has its hall where semi-public dances are held, usually under the auspices of some club or order. In the larger cities there are numbers of these halls and in many cases they are used every night for dances. In one city several were visited and conditions were found to be bad. Children 6 to 8 years old were often permitted to remain until after 11 o'clock,—the crowds were very rough and upon one occasion two arrests were made for vulgar dancing. In one instance the only supervision was by an old policeman who remained at the street entrance during the entire evening. All of these semi-public dances where admission is charged should be subject to careful inspection either by an official appointed for the purpose or by volunteer committees.

The most desirable method of dealing with this question is through municipal ownership and control. A municipal dance hall, open two nights a week or oftener if possible and adequately supervised, affords an opportunity for recreation of a wholesome character

to take the place of that which will be found elsewhere under less favorable circumstances.

Miscellaneous.

1. *Pool Rooms and Bowling Alleys.*

In some of the smaller towns the moving pictures and the pool rooms are the only sources of recreation. The city ordinances controlling pool rooms are quite comprehensive; minors are barred by state law, entrances must be secured, glass transoms are required, the rooms must be closed between 11 p. m. and 6 a. m., they must be visible from the street and they are all subject to police inspection. In one of the larger cities quite an extensive campaign has recently been conducted against the pool rooms with the result that they are now under very rigid surveillance by the police department. Many were closed for violation of the liquor or the gambling law. In no case did the investigator find minors employed or allowed to play.

2. *Skating Rinks.*

In six towns, skating rinks had formerly been open but there were none at the time of the investigation. In only one city was there a rink found running.

3. *Swimming Pools.*

One city has a municipal swimming pool of four acres. Two cities have pools at amusement parks, one of which is not open. One park contains a lake which is used for swimming. In another city there is an excellent pool run in connection with the children's playground, in another there are one public and two privately owned pools which are occasionally open to the public. Two cities had no public pools.

4. *Amusement Parks.*

In Birmingham there is a municipally owned amusement park which offers the usual attractions to the public—boating, dancing, roller coaster, swimming, merry-go-rounds, candy and refreshment stands, etc. There is in addition a children's playground very well equipped where children are looked after by a matron and two assistants. Four privately owned parks were found—only one of which was running.

5. *Travelling Shows and Circuses* visit the various cities and many of the small towns several times a year. They are usually of the cheap variety and attract only the rougher element. One such show was running in Anniston at the time the investigation was made, and was patronized chiefly by negroes.

Non-Commercial.

1. *City Parks and Playgrounds.*

(a) *Birmingham.*

There are about fourteen parks in Birmingham, nearly every one conveniently located and containing some apparatus for children. Several years ago, trained playground supervisors were placed in several of the larger parks which were completely equipped with apparatus, and folk dancing, group games and exercises for physical development formed a part of the program; annual exhibitions given at the State Farm Grounds and representing the combined efforts of the playground supervisors, May festivals, etc., were also established. But all this has been abandoned because of lack of funds. At present the schools are carrying on the abandoned playground activities as far as they can and in many instances the parks near the schools are being used for recreational purposes under the supervision of teachers. The school authorities and School Improvement Association are co-operating with the playground committee as far as possible to keep the playgrounds in use and to stimulate the desire for wholesome outdoor recreation among the school children. In one of the parks an auditorium has recently been built for community singing. The concerts are usually held on Sunday afternoon.

Montgomery.

There is no supervised recreation in this city. There are two municipal parks comprising about 64 acres, one of which has been equipped with swings, see-saws, pavilions, tennis courts, slides and a small zoo. This park is reached by trolley from town and attracts numbers of children, but it is perhaps too far from the more congested section of the city to make it convenient for the poorer children. The other park has not yet been developed.

Mobile.

At the present time Mobile is the only city where a municipal playground is being conducted. It is splendidly equipped with baseball diamond, basket and volley ball courts, hockey field, swimming pool where instruction in swimming is given, see-saws, sand pile, slides, bars, rings and the simpler forms of apparatus. There is a trained athletic director in charge during the summer months.

At present there is a recreational plan under consideration which aims to co-ordinate the school with the municipal playground. During the school term the physical work of two elementary schools located near the playground is to be conducted there under the direction of the present athletic director, and at the close of the term the work will continue under the same director. If this plan proves successful it is hoped that other available land near the other schools may be utilized for the same purpose. There are several other parks in various parts of the city comprising about 35 acres and containing apparatus. Quite recently five acres of land on the bay front were purchased for playground purposes but this land has not yet been developed. A community center with a playground has recently been opened in one of the congested districts of the city. The idea has been enthusiastically received but it is still too new to predict what the outcome will be.

The interest in recreational problems which has been aroused in Mobile is steadily growing and although the work is being conducted without much financial support, a splendid start has been made from which greater things may result.

Selma has no parks. Some years ago the city water works placed a few pieces of apparatus for children in two vacant lots. They are seldom used and are very much out of repair now. No supervised recreation has ever been provided for the children of this city.

Tuscaloosa has no parks. A municipal playground was started a few years ago under the auspices of the Woman's Club, but has not been kept up.

Bessemer has no public parks or playgrounds. A few pieces of apparatus purchased by the city were placed in a vacant lot near the court house a few years ago but the surroundings are very unattractive and the apparatus badly out of repair. Supervised play has never been attempted.

Anniston has no municipal parks.

Gadsden has a municipal playground established and supported by the Civic League, containing several pieces of apparatus in good repair. There are in addition two parks comprising about 28 acres, which have never been developed.

Recommendations.

The number of children to be seen playing on the streets in most of the cities is a very strong argument in favor of the municipal playground. The mere provision of playground and equipment, however, is not enough, for undirected play is in many cases as harmful as no play at all and for this reason an athletic director should be placed in charge of each playground. Parks with apparatus for children should be more accessible to the crowded portions of the city, and should be provided with sand-piles, swings, see-saws, etc., and wherever possible wading pools, tennis courts, etc., for the encouragement of outdoor play. All forms of apparatus should be kept in repair.

Schools.

Only one city, Birmingham, was found to have a system of physical education which might be considered adequate. Here the physical training department is in the hands of a director and assistant director, who supervise all physical activity in the elementary schools. A program consisting of physical exercises, group games, drills, folk dancing, etc., covering a period of one month, is given each grade teacher. Once a month the teachers meet for instruction in carrying out the program and several times a month the class work is inspected by the director and his assistant. The playground work which is being done in connection with the schools has already been mentioned. The high schools have two athletic directors who supervise the boys' and the girls' athletics. Gymnasium work is required in the school course, and in addition there are the usual team games and inter-scholastic contests. All the elementary schools in the city with a teaching staff of more than ten are fairly well equipped with playground apparatus. The playground work which has been conducted during the summer has been replaced this year by war gardening under the supervision of the teachers.

Social life in the schools of Birmingham is fostered by clubs and entertainments of various types. Plays are given under the auspices of the Dramatic League, an orchestra of between 250 and 300 pieces has been formed in the elementary schools and a Junior Red Cross has been organized. The high school has organized an orchestra as well as a military band, and machines and slides for illustrated lectures have also been installed in many of the schools. Gymnasiums were found in only two other city high schools and very little apparatus found in any of the schools. In Montgomery only four of the ten schools have yards large enough to install playground apparatus, and this was found to be the case in several of the other towns. The high school has a large auditorium which is used by the graded schools for entertainments. When visited a rehearsal for the May pageant, given by the first and second grades was being conducted. Other high and elementary schools reported clubs of various sorts and the usual school activities. The State School Improvement Association has been very active in securing better buildings and equipment throughout the state and such recreational activities as already exist may be largely attributed to its efforts. The importance of play as an educational factor has long been recognized by the state educational department and through its influence a place for recreation is gradually being established in the public schools of the state.

Recommendations.

The adoption of a plan of physical training and recreation for the larger cities similar to that now being used in Birmingham would be advisable, *i. e.* all branches of physical training should be placed under one supervisor who should have an assistant under whose direction all physical activities in the elementary schools should be placed. A definite program of the work to be accomplished each month including exercises for physical development, military drill, folk dances, group games, etc., should be given the grade teachers who do the actual teaching. Once a month the teachers should meet to receive instructions from the assistant physical director for carrying out the schedule and several times a month the work of the classes should be inspected by the director and assistant director. Physical work in the high schools should be carried on in two departments, one for the boys and one

for the girls, each with its own athletic director. Competitive athletics should be established in the high schools among both boys and girls and interscholastic contests encouraged. Annual exhibition drills and pageants among the elementary classes stimulate interest in recreational work both among the children and in the community. The high schools which have not already provided or equipped gymnasiums should do so whenever possible.

During the summer recreational work should be continued under full or part time direction, and for this purpose the school yards should be more fully equipped with apparatus. In case the school yard does not meet the space requirements the school authorities might secure the co-operation of the Park Commissioners and recreational activities might be carried on in one of the municipal parks.

As a social factor the school should be more closely in touch with the community. If a program comprising various forms of wholesome evening entertainment such as lectures, dances, moving pictures, dramatics, concerts, etc. is adopted by each school, the boys and girls will come more and more to depend upon the school to furnish the social intercourse which they require, in place of the less desirable activities, either private or commercial, which the city provides. In arranging the entertainment programs every effort should be made to secure the interest of the adults as well as the young people of the community. In this way the home may be brought into closer relationship with the school—a matter of vital importance to both. For this purpose each school should have its auditorium or should be arranged so that the partitions of certain class rooms may be thrown open to form a room large enough for social gatherings.

Libraries.

Seven city libraries were visited in Birmingham, Bessemer, Anniston, Gadsden, Montgomery, Selma and Tuscaloosa. The children's work consists of a children's reading room, story hour and occasional school deposit station. Lack of funds, has, however, made extension practically impossible. At the present time only a very small library fund raised by subscription, with an additional \$25 per month from the city, is available.

Settlements.

Very little work of this sort is being done at present. The Neighborhood House in Birmingham, Wesley House in Ensley and two settlements in Montgomery in connection with the Methodist and Episcopal Churches and one in Mobile also connected with the Methodist Church, are practically the only organizations of this kind. The usual class work, working girls' clubs, recreation evenings, kindergarten and play periods for children are conducted.

Y. M. C. A. and Y. W. C. A.

The recreational work of these associations is well organized, but they reach a comparatively limited number of young people. At present both organizations are absorbed in various branches of war activities and the younger boys and girls have been in a measure, crowded out. The present lack of workers has also been a serious handicap. Such activities, however, as the establishment of working girls' clubs and patriotic leagues may be expected to be permanent and will prove an undeniably important socializing factor.

The Y. M. C. A. is more widely organized and more completely equipped than the Y. W. C. A. There are splendid organizations in Huntsville, Tuscaloosa, Birmingham, Montgomery, Selma and Mobile and several branches in industrial communities as Opelika and Fairfield.

A branch of the Y. M. C. A. is to be opened in Walker County which will undertake welfare work of all sorts, special consideration being given to community problems of the rural districts.

Boy Scouts, Girl Scouts, Camp Fire Girls.

The Boy Scout movement is quite extensive throughout the state. There are troops in 107 towns and cities and the number enrolled is between 2,500 and 3,000. Ten of the 107 towns have more than 10,000 inhabitants, nineteen over 2,500, and the remainder fewer than 2,500. Several towns reported Girl Scout organizations or Camp Fire Councils but these are few in number and the total membership is small.

RURAL RECREATION**Schools.**

Fifty-six of the 67 counties in the state have county high schools which form a nucleus around which center the recreational activities, such as they are. The athletic departments have been for the most part fairly well developed. Each school has its athletic director, usually a member of the faculty, under whose supervision the work of the various teams is conducted, and from 30 to 40 per cent of them have annual athletic meets and a schedule of interscholastic games. Among the elementary schools there are individual instances of activity. A recreational league composed of the teachers of all the schools has been organized in one county. An annual Play Day has been established by this league for the purpose of bringing the schools of the county into closer relationship and furnishing an opportunity for wholesome recreation for both children and adults. Practically every school in the county is represented at the Play Day exercises held at the county fair grounds. In preparation for the meet, schools individually and in groups hold tryouts and in many communities preliminary contests are held among the adults in order to choose their representatives. Nearly 4,000 people were present at the last Play Day exercises.

About 76 per cent of the schools have organized corn clubs among the boys and 20 per cent have girls' canning clubs. Debating societies are growing in popularity and inter-county debates have been conducted in some of the counties. Boy Scout troops have been fairly widely organized in the small towns. There is room, however, for many more such organizations especially among the girls and they should be encouraged as far as possible by the schools. In most cases the Scout troops in the small towns are affiliated with either the church or the school.

In none of the communities visited were there any signs of playground apparatus and no effort whatsoever to include physical training of any sort in the school program. In most cases the essential school equipment—buildings, furniture, etc. is extremely inadequate and hence the lack of apparatus for outdoor play is not surprising. In one small town an attempt had been made to organize a community playground but it had been abandoned because of lack of funds and some difficulty over land.

There is a law which permits the state and the Board of County

Commissioners to appropriate \$10 each to any school which will raise \$10 for library books. This will purchase three sets of books at \$10 a set and under the terms of law ten or more libraries may be secured in one year by each county. A reading circle for teachers and pupils was organized several years ago, the board of which cooperates with the State Superintendent of Education in selecting suitable libraries for elementary and high schools. At the present time 4,000 of the libraries, comprising about 87,000 volumes, have been installed in the schools throughout the state.

Recommendations—Rural.

Schools.

In the rural community the school is the logical social center and a factor of vital importance in developing the recreational spirit. All the recreational activities should be placed under the supervision of a physical training director for each county,—who may be a director of the county high school or the county school superintendent—and the plan of recreation previously suggested for cities might be used to very good advantage. In some instances it may need to be modified slightly to meet the requirements of the rural community.

The child's love of out-of-doors should be stimulated by nature study, supplemented by tramps in the country for observation. Boy and Girl Scout troops and Camp Fire Councils should be established more extensively. Since the establishment of county recreational leagues has proven such an effective means of bringing the adults as well as the children together, it would be well to encourage the organizing of such leagues in all the counties. Annual Play Day should be established, athletic meets and other community gatherings should be arranged and every effort should be made by the school authorities to secure adequate play-ground equipment. On the social side there should be concerts, lectures, club meetings, etc. Each school should have canning and corn clubs. Agricultural clubs established by the county farm agent are an extremely important factor socially as well as educationally.

North Carolina has recently undertaken an interesting experiment of extending moving pictures to the rural districts through state aid, a plan which might be adopted in Alabama. The state

has appropriated \$25,000 to help defray the expenses and each county is expected to raise the balance needed. It has been estimated that a unit consisting of one moving picture outfit, films and the service of an operator may be obtained for approximately \$3,000, the average cost of one performance being \$12. Ten towns in a county where the experiment was tried guaranteed a sum not to exceed \$225, for services for one year, the money for which was raised by charging a ten-cent admission fee and at each performance the proceeds exceeded the cost of the entertainment. The program for the evening usually consisted of one hour of moving pictures followed by a lecture or discussion of community problems. The obstacles hitherto encountered in the way of cost of equipment, fire-proof booths, licensed operators, etc., have been surmounted in every particular. The moving picture machine and an electric light plant are carried from one community to another in an automobile, and insurance regulations are met through the use of an incandescent lamp.

The possibilities of this plan from the standpoint of recreation are obvious. It might be advisable for the state to defray the entire expense for the first few months since there are many communities in which the response to the new idea might not be sufficiently enthusiastic at the beginning to make it a financial success. In a short while, however, when people had become accustomed to the entertainments and had learned to look forward to them a small admission fee might be charged, which would enable each community to defray its share of the expenses.

The importance of school libraries cannot be overemphasized. Under the present state library law it is comparatively easy for each school, however small, to secure at least one collection of books and it should be the responsibility of every teacher in the rural districts to see that this privilege is extended to the children.

The problem which the rural community has to face is that of counteracting the many influences which are steadily pulling away from rural life. In order to do this it must offer something to its boys and girls which will not only hold their interest but something which will bring them closer to each other and to the community and make possible for them a brighter, happier and more vigorous life—the sort of life which means prosperity for themselves, for the state and for the country.

GENERAL RECOMMENDATIONS.**A. Urban.****Non-Commercial.****(I) Schools.**

- (a) The adoption of a plan of physical training and recreation similar to that now being used in Birmingham.
- (b) The encouragement of interscholastic pageants, athletic meets, etc. and various forms of outdoor play.
- (c) The installation of gymnasiums and playground equipment.
- (d) Continuation of recreational work under trained supervisors during the summer months and co-operation with the city park commissioners in the use of municipal parks and playgrounds.
- (e) Wider use of schools as community centers.

(II) Parks.

- (a) Development of municipal parks.
- (b) Installation of playground apparatus.

Commercial.**(I) Dance Halls.**

- (a) Adoption of city ordinances controlling public dance halls.
- (b) Supervision of semi-public halls by voluntary committee or paid officials.
- (c) Establishment of municipal dance halls.

(II) Motion Pictures.

- (a) Systematic sanitary and fire inspection of motion picture theatres.
- (b) Educational campaign through churches, Y. M. C. A., schools, women's clubs, etc. for suitable children's pictures.
- (c) The passage of a state law prohibiting exhibition of pictures containing scenes of questionable character and attendance of children under sixteen years of age at night unaccompanied by parent or guardian.

B. Rural.**(I) Schools.**

- (a) Use of schools as community center.
- (b) The establishment of county recreation leagues.
- (c) Supervised play should be made a part of school work and plan for city schools should be carried out as far as possible.
- (d) Agricultural clubs, Boy and Girl Scout Troops, etc. should be organized.
- (e) Adoption of plan for state aid for motion pictures in rural districts.

LAW AND ADMINISTRATION

W. H. SWIFT

National Child Labor Committee

This chapter is primarily to determine what, if any, changes either in the law or the administrative agencies of Alabama are necessary in order to carry out and put into full operation the recommendations made by the other contributors to this volume.

I. PUBLIC HEALTH

Recommendation 1.—Increase in the Scope of the Work of the State Board of Health.

These recommendations relate to an increase in the duties and work of the State Board of Health, which necessarily calls for an increased appropriation of funds. Any increase in its working force will require an increase in the amount of public funds to be applied to public health activities. The legislature must be looked to, then, first, to provide ways of raising the additional money needed, and second to appropriate such sum as is needed. Provisions for sanitary engineers and inspectors and the establishment of branches of the Pasteur Institute in Birmingham and Mobile, and the appropriation of the necessary funds as well, could all be covered by amending section 733, code 1907. If sufficient funds were provided, the State Board of Health has authority to carry out the other recommendations without any special legislation, since section 733, code 1907, grants to the Board wide powers in this particular field.

The abolition of the Anti-Tuberculosis Commission could be accomplished by the repeal of Act 610, statutes of 1915. The repealing act could be written so as to transfer all its rights, duties and powers to the State Board of Health. Anti-tuberculosis work is a part of public health work. If this is done care should be taken to insure to every county, or counties acting jointly, the right to establish and maintain a tuberculosis hospital. The right of the county health officer to act as tuberculosis physician for such hospital could

be taken away by amendment to Act 610. County tuberculosis hospitals should be placed under the supervision of the State Board of Health and directly under the county health officer. If the work should demand it, a special tuberculosis hospital physician could be provided.

2.—School Health Regulations.

As to the regulations concerning communicable diseases and statement of cause of absence, no legislation is needed in order to make either effective. The State Board of Health, in co-operation with the State Superintendent of Education should prepare the matter to be distributed to county health officers, boards of education, and teachers. Both recommendations are meant to apply to private as well as public schools, both being for the protection of the public health. This is as it should be. Considerable latitude will, however, have to be allowed in stating causes of illness, unless the teacher is required to state them as of her own knowledge. Physicians are not called in every case of absence from school on account of illness, and parents do not always know what their children are suffering from. When a child is absent from school it is the duty of the truancy officer to investigate and to report the cause to the teacher. If this were done in every case there would be better school attendance, less truancy, and more effective co-operation in dealing with health matters.

Vaccination. An act of the legislature would be necessary in order to compel every pupil entering a secondary or state school to be vaccinated against typhoid. It should be written so as to require every child entering any school or institution, state, public or private, to be vaccinated against both typhoid and small-pox. A public health measure should apply to all alike, and the wisdom of vaccination against both diseases has been sufficiently demonstrated.

School Medical Inspection. Plans for carrying out this important recommendation should be worked out jointly by the State Board of Health and the State Superintendent of Education, every school child to be weighed, measured and examined for defects by the teacher. Those below standard should then be required to submit to examination by the health officer who should recommend the proper treatment. Provision should be made for insuring that the

child actually gets the proper treatment. Teachers will have to be instructed how to weigh, measure and examine a child; blank report cards should be provided, and when filled out should be filed with the county health officer. Legislation will be necessary in order to put this plan into full operation, but lacking this, much could be done by the joint action of the State Board of Health and the State Superintendent of Education.

Full-time county health officers are now required by law to examine the pupils of every school at least once a year, and to inspect school premises at least once a year for the purpose of seeing that the drinking water supply is pure and that the surroundings are sanitary—paragraph 5, sub-division III, section 706, code 1907. This applies to all schools public or private. However, there are but few full-time county health officers in the state, and those on part-time are not required to perform such service and have no authority to enforce proper school conditions or to condemn improper school plants. The State Board of Health has this authority in reference to public schools. It should be given to all county health officers in reference to all schools.

3.—A Full-time Health Unit for Every County.

Dr. McCormick recommends that every county in the state be required to establish and maintain a full-time health unit. This could be accomplished by amendment of sub-division II of section 703, code 1907, and of Act 390, statutes of 1915. It is recommended that a public health nurse be attached to every health unit. It is evident, of course, that the county boards of revenue will have to provide funds for the maintenance of these health units. Realizing the difficulties which may arise from this, Dr. McCormick suggests that it be made possible for county boards of education to employ a public health nurse as a supervisor of hygiene teaching in the public schools and to do other public health work. In order for this to be done a special act authorizing the granting of special teacher's certificates will be required. Such a combined public health nurse and teacher of hygiene would, if she should discharge her duties with ability, be by far the most valuable teacher in any county. School nurses and school health officers have been tried and have proved their value. But it would be a mistake to shove actual public health activities off upon school boards. For best results, there

must be efficient public health forces as well as educational forces, but they should of course work together for the public good.

Review of Trial of County or Municipal Health Officer. The change recommended could be accomplished by adding under (d) of part II, section 704, code 1907, a proviso that in every such case the action of the County Medical Society must be reviewed by the State Board of Health for ratification, modification or rejection and by adding at the end of section 703 a proviso to the effect that a county health officer who has been removed from his position by the action of the County Medical Society ratified by the State Board of Health, may not be eligible for that position again in that county. This raises a most interesting question. The County Board of Health which is the County Medical Society, may elect a county health officer without any approval by the State Board of Health, part 5, section 703, code 1907. Then why give the State Board of Health the right to override the county board in the matter of discharge for cause? A happy solution would lie in a requirement that every election of a health officer by a county board should be approved by the State Board of Health, and the law should be so written.

4.—Model Vital Statistics Law.

Any state may cause itself to be placed in the federal registration of vital statistics area by the enactment and enforcement of a proper vital statistics law. A model law which will cover the case fully may be had from the federal Bureau of Vital Statistics; this should be obtained and enacted. Section 706 and subsection (a), section 710, code 1907, and all other existing laws relating to the registration of vital statistics should be repealed by the same act. The fact that a state is not in the federal registration area is a reflection upon its public health activities. The war has taught us that every state should keep an accurate account of its vital facts.

5.—Examination of Midwives.

There is, at present, no law requiring midwives to be examined or licensed, or providing for the granting of certificates to midwives after examination. A new law empowering the State Board of Health or county health officer under the supervision of the State Board to prepare and conduct such examinations and grant certifi-

cates after satisfactory examination, and forbidding any person to act as a midwife, except in cases of emergency, without a proper certificates should be enacted. Short courses of instruction for midwives should be given in every county, and provision should be made for extending the course required for examinations from time to time as the State Board of Health shall see fit.

Every physician, midwife, nurse or other person attending at the birth of a child should be required by law to apply to the eyes of the child the treatment approved by the State Board of Health to prevent blindness. Midwives should be taught the necessity for this and should be examined on this point before the certificates are granted. The required treatment should be provided free of charge by the State Board of Health to every physician and midwife.

6.—Abatement of Nuisances.

This recommendation calls for sweeping amendments to section 718, code 1907, so as to place the declaring of the existence of nuisances entirely in the hands of first, the county medical society which is the county board of health and, second, the State Board of Health by way of appeal. Such amendments would, of course, take away the right of a citizen to have his cause heard in the courts, but matters affecting the public health must generally be given immediate attention. Courts, like the mills of the gods, grind slow. The law governing the abatement of nuisances should be rewritten so as to strike out the formal hearing before the county medical society. The state, county or municipal health officers should have the power to declare nuisances and to order and compel their abatement, but the citizens should have the right to be heard in the courts. The limitation of the amount to be expended by any county or municipality to \$300 should be stricken out; emergencies may arise which will demand the quick expenditure of much more than that sum for the protection of the public health.

II. EDUCATION

Recommendations 1 and 2.—State Board of Education.

Alabama has no State Board of Education. As Dr. Doster says, the method of control of two educational institutions, the University and the Polytechnic Institute, is fixed by the constitution

and any change in the manner of control of these would therefore require an amendment. The method of electing the State Superintendent and his term of office are likewise prescribed by this instrument and any change in these could be made only by amending it. There is no reason why a State Board of Education could not be created by legislative enactment to take over the control of all state educational institutions except the two above named; but no act of the legislature could change or transfer any powers or duties placed by the constitution in the hands of the State Superintendent of Education. Neither could the manner of electing this officer or his term of office be altered by mere legislative act.

As any substantial changes in respect to these matters would involve amendments to the constitution, it would be unwise to undertake to make any changes at this time by act of the legislature. The whole field should be studied with care and with a view to making, first, such amendments to the constitution as are found to be wise and necessary, and thereafter, of enacting such laws as would place the whole well-matured plan in operation.

3.—Additional Assistants for Office of State Superintendent of Education.

This office is not sufficiently manned. Additional assistants are badly needed. An act of the legislature providing for these and for the expenditure of public school funds for their maintenance is all that is necessary. It would be well to consolidate the State Board of Examiners with the Teacher Training Corps. The state is expending more than \$300,000 annually in the erection of rural public school buildings; there should be provided for the office of the State Superintendent of Education two or three supervisors of the expenditure of this fund and of the erection of school buildings. The state is also expending more than \$200,000 annually in the support of county high schools and district agricultural schools; there should be in the office of the State Superintendent of Education a supervisor of these schools.

4.—Funds for University Polytechnic Institute and Girls' Technical Institute.

The successful conduct of any institution depends to a very great extent upon its ability to get funds when needed. A great

state should make its vouchers worth face value at the time of issue. Two duties therefore rest with the legislature: first, to provide for the raising of all necessary funds—to get the money; and second, to appropriate out of the money, arrangements for raising which have already been made, such amounts as are found to be necessary for the best operation of the different institutions.

It must be clear to anyone who has given thought to the matter that one of the very first needs of Alabama is improvement in its financial policy. The state is rich and yet its institutions are handicapped by a lack of funds. That man who develops and puts into active operation a sound, proper and adequate financial policy will be the state's foremost citizen, the greatest of all her public servants.

5.—Teachers' Certificates.

The change in the matter of subjects required for examination for certificates to teach in the public schools as recommended could be brought about by amending Section 1734, Code 1907. Due credit for professional experience should be given in granting certificates to teach in the public schools; the subjects now required for examination should be the minimum. A person who is unable to qualify in these should not be permitted to teach in the public schools.

This leads at once to a question. Should any one who has not shown his qualifications under the standard set by the state for the public schools be permitted to conduct a school or teach children? The state ought to know who is teaching its future citizens and what is being taught in private as well as in public schools. The educational law should be amended so as to give the State Superintendent of Education full knowledge and control in this matter. The law now provides that private schools keep records in conformity with the requirements of the compulsory education law—Act 221, statutes of 1915. It should go further and direct that teachers in private schools show that they are able to teach, and that they are teaching the courses required by law to be taught in the public schools. Anti-Americanism has been taught in schools in more than one state in America.

6.—Compulsory Education.

All changes necessary in the compulsory education law could be made by amending Act 470 of 1915.

In order that the compulsory education law may harmonize with the child labor law, this act should be amended so as to raise the maximum compulsory attendance age limit from 15 to 16 years of age. All exemptions, except when the child lives too far from the school, or is mentally or physically unfitted to attend school, or is more than 14 years of age and has completed the seventh grade or its equivalent and has a work permit issued as provided for by the child labor law and is at work, should be stricken out. The child labor law (Act 169, statutes 1915) forbids the employment of any child under 14 years of age at any employment except agriculture and domestic service when schools are in session, and requires a work permit for children between 14 and 16 years of age.

Every child between the ages of 8 and 16 who is physically and mentally qualified should be required to attend for the full public school term unless he lives too far away from school or is more than 14 years of age and has completed the seventh grade and is at work under a work permit. No board of education should have authority to reduce the compulsory attendance term. Neither should any teacher or attendance officer have the power to permit temporary absence in extreme cases of emergency or domestic necessity. In extreme cases of emergency there is no time for obtaining permits for absence and children should not be kept out of school because of domestic necessity. Neither should any child be excused from school in cases of extreme poverty because his services are necessary for the support of himself or his parents or because of the lack of food or clothes—the state should take legal steps at once to meet and care for these cases and thereby prevent the child's being robbed of his birthright. The juvenile courts are always open to consider cases of dependency. A mother's pension act is needed and the absence of private relief societies makes this all the more urgent.

Section 9 of the compulsory education act should be amended by striking out the words "unless such child is exempt under the provisions of sections 2, 3 or 4 of this act", and substituting in lieu thereof "unless the child is more than 14 years of age and is regularly and legally employed under a work permit as required by the law regulating the employment of children." This paragraph should also be amended so as to take away the power of boards of education to grant special work permits. Work permits should be granted only as provided for in the child labor law.

It is recommended in the chapter on juvenile courts that provision be made by law for a full-time combination probation and truancy officer or bureau in every county. This seems to be the best solution of both probation and truancy officer problems and if adopted will result in both better school attendance and less delinquency.

There may be some question as to the wisdom of using any part of school funds for paying truancy officers. They are paid out of the general county fund. Truancy work is a part, a vital part, of school administration, and for this reason school funds might well be used.

There should arise no trouble from joint elections of such officers by boards of education and of revenue. A majority of both boards will always be good patriotic citizens. It is no hard matter for good men to agree in matters affecting the education of the children of the state. Common sense may safely be presumed.

7.—Public Kindergartens.

Under the general school law no public school funds can be expended for the support of kindergartens. As Dr. Doster says, the minimum age for admittance to public schools will have to be lowered if kindergartens are to be made a part of the public school system. This would require an amendment to the constitution, the present constitutional school age being from 7 to 21 (Section 256, Constitution 1901). Following the change in the constitution, legislation regulating the expenditure of school funds and the granting of certificates to teach in kindergartens would be required.

8.—Smith-Hughes Fund.

The federal government tenders to Alabama, as to every other state, a certain amount of money yearly for vocational education under certain definite conditions. It becomes the duty of the legislature, which has not met since the Smith-Hughes Act was passed, to provide and appropriate funds according to the requirements and to meet all other conditions to the end that the state may get the fullest benefit from the money tendered. The legislature will hardly fail to do this. It would be a calamity if it should fail. The district agricultural schools being entirely under the power of the legislature can easily be converted into federal-aided schools for teaching vocational agriculture and home economics. No legislation

is necessary. Indeed, every one of them is now operating under the provisions of the Smith-Hughes Act with regard to the teaching of vocational agriculture, but vocational home economics for girls has not as yet been provided.

9 and 10.—Medical School Inspection.

See section 1 of this chapter, on Public Health.

11.—Agricultural Schools.

See section 8 on the Smith-Hughes Fund.

12.—Provision for Backward Children.

There is ample authority under the present law for the establishment locally of special classes for backward children. The State Superintendent of Education might well prepare special courses for such special classes, but in the end it will be found that the teaching of such children must be left largely to the discretion of the teacher. Certainly in schools with a number of teachers, there should be a special teacher for backward children.

III. JUVENILE COURTS AND PROBATION

Recommendation 1.—Combination Probation and Truancy Officer or Bureau.

Through this recommendation it is sought to cure two defects: first, the lack of proper probation work in connection with juvenile courts; and second, the failure to enforce the compulsory education law. One officer could handle both probation and truancy work with success. This same officer in addition to his other duties should issue all work permits and follow up all children between 14 and 16 years of age to see that they are either at work or in school. It will require legislation to authorize the use of public school funds to pay a part of the maintenance of this combination office. Boards of education and boards of revenue should be required by law to meet jointly at a certain time or at the call of the juvenile judge for the election of such officer, and an act of the legislature to cover this point will be necessary.

The present juvenile court law contemplates the appointment and existence of boards advisory to the juvenile judge in every

county, but such boards have been appointed in only 5 counties. Judges certainly ought to meet the requirements of the law which they administer, and advisory boards ought to be of great service to them, especially in counties where there are no probation officers.

2 and 3.—Juvenile Courts in Jefferson and Mobile Counties.

Legislation would, of course, be required to carry into effect these recommendations for the further development of these courts. In each case this could be had by amending the act establishing the court.

4.—Non-support.

Only that part of the non-support law which requires the county to pay 50 cents a day for the support of the wife or family of a deserting husband during the time of his service for the county was declared unconstitutional. This could be restored by amending the title of the act in conformity with the opinion of the court; but when the amendment is made, the sum should be fixed at \$1 a day. The very purpose of a non-support law is to provide support for a wife and children. When the state arrests and convicts a man for failure to support and then places him at labor for it or the county, it simply prolongs the period of suffering on the part of the family. Even \$1 a day is a very small sum for a man to contribute toward the support of his family these days.

5 and 6.—Commitment of Children to State Institutions.

It is surprising that children are received at state supported institutions without being committed by any court. This should not be. At the next session of the legislature an act forbidding this practice should be adopted. Children should be committed to institutions supported wholly or in part by the state *only* by the juvenile court.

The new act should also forbid the juvenile or any other court to commit dependent or neglected children to any institution for delinquents. Superintendents of state institutions for delinquents should be forbidden by law to receive any child declared by the court to be dependent or neglected. Even at the very best, delinquents will always be classed as semi-criminals. Unfortunates should not

be shoved into the same institutions with delinquents and thereafter classed with them. This rule should also be extended to private institutions, that is, the admittance of delinquents into an institution for dependents or an ordinary orphanage should not be allowed.

7, 9, 10 and 11.—Duties of Child Welfare Division of Proposed State Board of Social Welfare.

The authors of the chapters on juvenile courts and institutional care in their studies have both been brought squarely up against the need for a State Board of Social Welfare. This is an entirely new field and will be presented later. For the present let us suppose that it will be established. Under it there should be a child welfare division.

Along with other duties to be pointed out in the discussion of Dr. Bidgood's recommendations, the child welfare division should be charged with the duties of:

(a.) Seeing that proper forms and all necessary instructions are provided for every juvenile court, advising with juvenile judges, and instructing probation officers. Juvenile judges and probation officers are social rather than strictly legal agencies and should therefore be kept in close touch with the best thought and practice in their field.

(b.) Keeping its watchful eye upon every child committed to any institution, public or private. To this end a report of every case handled by the different juvenile courts should be made to this division. The superintendents of the different state institutions should be required to notify the child welfare division of the reception of every child committed, and thereafter should notify not only the committing court but the child welfare division of the discharge, parole, escape, or death of the child committed. This should apply to private as well as state institutions.

8.—Apprenticeship.

The law authorizing probate judges to bind out children—section 2896–2907, code 1907—should be repealed. Children should be placed by written contract which should provide for far more than kind treatment, instruction in how to read and write, and the award of two new suits of clothes at the age of 18 or 21. There may

be doubt in the minds of some juvenile judges as to whether the juvenile court law really supersedes the apprenticeship law and in order to make this perfectly clear the apprenticeship law should be repealed by the next legislature.

12 and 13.—Institutions for Feeble-minded Children and Delinquent Negro Girls.

See section IV on Child-caring Institutions.

14. Mothers' Pensions.

See section IV on Child-caring Institutions, sub-head 7.

15.—A Children's Code Commission.

This needs no discussion. There are many good men and women ready to devote their time and money to the preparation of a children's code. The mere study of the many questions that arise in considering the codifying, standardizing and co-ordinating of laws for the welfare of children would be highly beneficial. The members of the commission should be appointed by the governor on or before Sept. 1, 1919, but the right to appoint additional members should be left with him.

There is another matter to which attention should be called—the existence of three juvenile laws. As Mrs. Murdoch points out, the special Mobile act really gives jurisdiction over delinquents only. It follows then that the judge of the Mobile juvenile court does not have jurisdiction over cases of dependent or neglected children. Such cases would, in the strict interpretation of the law, have to be heard by the probate judge.

No state ought to have three or even two juvenile court laws. There should be but one law, general in its application. There should, however, be special juvenile courts in counties with large cities. This might easily be provided for without interfering in the least with the general application of the state-wide law. Let the juvenile courts in Jefferson and Mobile Counties with their detention homes and any other institutions remain, but let them administer the state juvenile law, which may be amended by incorporating any good features of either local act. The day of local laws of this character is past.

IV. CHILD-CARING INSTITUTIONS AND HOME FINDING

In studying the problems arising in both child-caring and child-placing institutions and examining the fields covered by both state and private agencies for children Dr. Bidgood has found a pressing need for an additional state institution for feeble-minded children and a less urgent need for another for delinquent negro girls. It is significant that Mrs. Murdoch, who investigated the handling of children's cases by the juvenile courts, found the same needs and recommends that two additional institutions be established by the state, one for feeble-minded children and the other for delinquent negro girls. While the latter is not of such immediate importance as the former, it should be established as soon as possible. Most of the girls for whom it is needed are either sexually delinquent or are on the road to become so. In a very short time, if left free to roam about, they become infected with venereal disease, and then in addition they have become a menace to the public health. The war certainly has shown the need for an institution of this character.

State Institutions for Feeble-minded Children.

When one reads Dr. Bidgood's report and learns of feeble-minded children in alms-houses, in insane asylums, and in homes where many of them cannot be properly cared for, and when one realizes that a feeble-minded parent means feeble-minded children, he cannot doubt that of the two state institutions just mentioned the need for that for feeble-minded children is the more pressing. These children need and must have institutional care and of a different kind from that given in other state institutions for children, in alms-houses, insane asylums or in private orphanages designed primarily for the care of normal boys and girls. They cannot be well cared for in their own homes; much less can they be placed in other private homes. For them it must necessarily be a properly equipped state institution or neglect. A state made up of humane men and women will not, I believe, longer neglect these weaker ones.

Since all other state institutions are under the control of separate boards, it would be wise to place this one, when established, under the same sort of control. The governor should appoint the members of the board in such order as to terms of service that the body will be a continuing body and it might be well to require confirmation by the senate. The members of this board, as of all other boards

controlling state institutions, should serve without any compensation. Their actual expenses incurred in performing their duties should, however, be paid by the state.

The board should be given full authority to appoint and discharge the superintendent and to exercise full control over the institution in all other ways, subject, of course, to the law of the state, and limited in the expenditure of money to the amount appropriated by the legislature.

Commitment to the institution should be made by the judge of the juvenile court after it has been established, in the manner provided by law, that the child is feeble-minded and after thorough investigation of all the circumstances of his case. Any feeble-minded child between the ages of 5 and 16 years should be admitted, but children over 16, if admitted before reaching that age, should be retained in the institution if it is found to be for their best interests. No parent or guardian should be allowed to place his or her child or ward in this institution, or any other child-caring, or child-placing institution for that matter, except upon the approval of the judge of juvenile court.

When a parent is able to pay for the care of his child or when the child has property in his own right, payment should be made by the parent or out of the child's property for his care; but if the parent is unable to pay and the child has no property, the fact should be certified by the judge of the juvenile court after investigation of the home by the probation officer, and then the child should be cared for at the expense of the state. The right of discharge from the institution should lie in the board of control, but no child should be discharged unless he is found to be of sufficient mentality to warrant his living a normal life.

Since this will be a new institution a new act of the legislature will be required. The act of appropriating funds and providing for the establishment of the institution should set forth the rules governing admittance to it. It should be specifically stated that no child may be received unless committed by the juvenile court or committed by the parent with the approval of that court.

Not only should parents and guardians be encouraged to send feeble-minded children to the institution, but provision should be made by which a feeble-minded child who is not being properly cared for, may be taken from his parent or guardian by order of

the juvenile court and sent to the institution. In all probability the juvenile court would now have this authority if it should be shown that the child is dependent or is being neglected; but that there may be no doubt, this provision should be specifically enacted into law.

State Board of Social Welfare.

No such body as this now exists in the state. Such a board should be authorized by the next legislature and established as quickly as possible thereafter. It should consist of 5 or 7 members appointed by the Governor and confirmed by the senate. Women as well as men should be eligible and it would not be a mistake to provide that there shall always be a certain number of women on the board. The terms of office should be arranged so that the board will be a continuing body. The members should serve without pay; actual expenses should, however, be paid by the state.

The executive officer of the Board of Social Welfare should be a secretary appointed by the board for such term as it may see fit to use his services. Whether this board and its employes should be charged by law with duties other than those hereafter set forth is not for discussion here, this being a report on matters relating to children only. But as a state agency appointed to supervise the care of children, the board should have the oversight and supervision of:

1. All maternity homes and lying-in hospitals.
2. The work of all probation officers.
3. All orphanages and other institutions and societies, state, county, or private, receiving or caring for or placing children.

The board should be authorized to prescribe rules and regulations for the conduct of maternity homes and lying-in hospitals, to grant an annual license to every such institution, to inspect them from time to time and to cancel the license and to order the closing of the institution after due notice for improper conduct or violation of the rules prescribed. It should be made unlawful for any maternity home or lying-in hospital to receive any woman about to be confined unless it has a license in full force. Rules for the placing of children born in maternity homes should be prescribed by the State Board.

County probation-truancy officers should be supervised and instructed by the State Board of Social Welfare, and the juvenile

courts should be required to report to it the disposition of every case handled. Probation-truancy officers should be made the agents of the State Board in their respective counties acting always with the advice of the county advisory board required to be appointed by each juvenile judge. In other words, the advisory board in each county should act as the county board of social welfare. Such powers and duties should be conferred upon it by law as will enable it to co-operate with the state board and to function freely under its supervision.

Every institution whether state, county, municipal or private, which receives or cares for children should be required by law to report annually to the State Board of Social Welfare. Authority should also be given the board to require special reports from any of these institutions at any time. Every private child-caring or child-receiving institution should be required to procure an annual license from the State Board of Social Welfare, and should be open to inspection by its agents at all times. The right to order improvements in the care of inmates or in the conduct of the institution should be given with the additional power to close any licensed institution, after due notice, for failure to conform to the law or to observe the rules and regulations prescribed by the State Board. It should be made unlawful for any person to solicit or receive funds for any maternity hospital, orphanage, or other private or semi-public child-caring or child-receiving institution which does not have a license in full force or for any such unlicensed institution to receive children into its care.

Every child-placing agency should be licensed, supervised, and inspected in the same manner as the above named child-caring institutions. The State Board of Social Welfare should prescribe rules and regulations for child-placing societies and require annual reports. It should have the power to cancel any license for cause after notice. It should be made unlawful to solicit funds for any child-placing society not having a license in full force, or for any unlicensed society to engage in receiving or placing children.

The duties and powers of the State Board of Social Welfare should in no way conflict with those of the State Board of Health. It is or should be the duty of the health authorities to see that proper health conditions prevail in all maternity hospitals, and in child-caring institutions, just as in all other places—that the premi-

ses are sanitary, the water supply pure and that proper precautions are taken, not only to insure the good health of the inmates but of all the people. The State Board of Health and county health authorities act as expert medical advisers; the State Board of Social Welfare should act as the over-father of all unfortunate children. The father should be free and have the right to call the medical adviser at any and all times. The two boards should and would act in cooperation for the public good.

There could hardly arise in the mind of anyone any question as to the wisdom of requiring all these private and semi-public institutions to obtain licenses and to be subject to the supervision and inspection of a duly appointed state agency; but there may arise in the minds of some a question as to the legal right of the state to insist upon a license and to inspect and supervise. The writer is certain that the state does have this right and that an act which creates a board as the agent of the state to license, inspect and supervise these institutions will be held to be valid. The legislature has the unquestioned right to enact laws for the supervision and control of corporations. Benevolent, educational and religious corporations are not exceptions to the rule in this respect.

A careful reading of Dr. Bidgood's report forces a consideration of some other matters to which attention should be given:

1. *Deaf Children.* There is no law to compel the education of deaf children, and one should be enacted. When the regular school census is taken, deaf and blind children as well as other children so defective as to be unable to attend an ordinary school should be enumerated, and it should be made the duty of the probation-truancy officer to see that such children are properly cared for and educated as required by law. The law that a child who does not have a parent or guardian to care for him must return during vacation to the community from which he was sent, is wrong. Such a child should be kept at the institution. It is clear that the school for the deaf should be enlarged.

2. *Blind Children and Negro Deaf and Blind.* What has been said just above in respect to deaf children should be said in respect to blind white children and negro children who are deaf or blind. It is good economy to educate deaf and blind children so that they may be self-supporting and not be burdens upon the state or their own communities.

The institutions for the blind and deaf should be declared to be educational institutions, and placed under the supervision of the State Superintendent of Education.

3. *Courses of Study.* As far as possible the school courses in institutions for children, public or private, should conform to that of the public schools. It should be made the duty of the State Superintendent to see that they do so conform and that the teachers are qualified to teach the courses taught in the public schools. Teachers' certificates should be required just as for teaching in the public schools.

4. *Receiving and Disposition of Children by Institutions.* No institutions, public or private, should be allowed to receive any child without the approval of the judge of the juvenile court of the county in which the child resides. If possible, children should be kept in their own homes and the juvenile judge should always know why they are not so kept. In many cases this principle and the necessary investigation will serve to keep the family intact. Frequently admittance into an institution is entirely too easy.

The permanent custody of a child under 16 years of age should not be transferred without the approval of the judge of the juvenile court of the county in which the child resides. No institution, whether child-caring or child-placing, should be permitted to send a child under 16 years of age into any private home unless such home is approved by the judge of the juvenile court of the county in which the home is located. Probation-truancy officers should be required to visit such homes. This should apply even to the child's own home when a child is returned to it by an institution.

The State Board of Social Welfare should have authority to supervise the discharge or placing of children from both public and private institutions. There is always the danger that children being kept too long may become completely "institutionalized" and thereby unfitted for normal life. Sometimes larger children are kept for their services and thereby injured. The child should have a chance to work for himself. Perhaps the best solution of this would lie in a child-placing agent in the child welfare division of the State Board of Social Welfare. There should be no difficulty at all in placing normal children 16 years of age or over in good homes under good contracts for care, education and wages. The different institutions should be required to notify this agent of any such children in their care in order that if possible he may find them proper homes.

5. *Commitment to Child-placing Agencies.* Amendment should be made to the juvenile court law so as to make it possible for the court to commit children into the permanent care of child-placing agencies for later placement in homes, such homes to be approved by the probation-truancy officer of the county. The present law is not sufficient.

6. *Epileptic and Crippled Children.* Attention should be called to the fact that the state makes no provision for the care of epileptic or crippled children. This is a matter which will demand consideration at an early date. The state will have to hold itself responsible for seeing that such children are given proper care.

7. *Mothers' Pensions.* In order that the social agencies may be complete, provision will have to be made for giving help to mothers of dependent children in their own homes. It is admitted by all that the good family home is the best place for the normal child. In most cases the best place for the child is with his own mother if she be a proper person, and the juvenile court sits to determine that fact. As a rule the mother will care for children at great sacrifice; but there comes a time when she must have help if she is to keep the family intact. That help should be given her. The breaking up of a family home is a social loss.

Provision should be made by law for the payment of definite sums out of the public funds of the county to mothers of dependent children upon the order of the judge of the juvenile court. Payments should be made to the mother on condition of the proper care and education of her children. Alabama needs a mothers' pension law, and the State Board of Social Welfare should supervise its administration.

V. ADMINISTRATION OF CHILD LABOR LAWS

Group I.—Amendments to Child Labor Law.

All changes hereafter suggested could be made by amending Act 169, Statutes 1915.

Recommendation 1. Conformity with Compulsory Education Law.

A sub-section should be added to Section 1 and worded so as to prohibit the employment of any child under 16 years of age except

children 14 years of age in occupations not forbidden to children under 16, when such children 14 years of age have completed the seventh grade or its equivalent and have a work permit issued as provided by law.

2. Work Hours.

Both the 8-hour day and the 48-hour week for children under 16 could be secured by amending section 2. This amendment should be made. No child under 16 years of age should be worked more. The experience of mankind has shown the danger of long hours of labor.

3. Investigation of Proofs of Age for Work Permits.

The authorizing of inspectors to investigate proofs of age and other facts and to suspend work permits improperly issued could be granted by the addition of a single sentence at the end of section 15.

4. Age Certificates for Children over 16.

This recommendation should be written into the law for the benefit of such employers as may desire to avail themselves of this method of taking precaution that children are not illegally employed.

5. School Attendance of Working Children.

Section 8 of the child labor act might well be repealed. The compulsory education act now requires attendance at school to the age of 15 and this should be extended to 16 years with exemption of children 14 or over who are legally at work. Provision should, however, be made as soon as possible for continuation schools for working children.

6. Educational Requirement for Work Permit.

The educational requirement for a work permit for a child 14 years of age or over should be the completion of the fourth grade or its equivalent. Sub-head (1) of section 10 of the law should be so amended. This, of course, refers to the general work permit, which authorizes the child to stay out of school.

7. Vacation Work Permits.

A section or clause should be added to Act 169, Statutes 1915 (the child labor law), requiring the issuance of vacation work permits to children between 12 and 14, for employment in offices and stores in towns of fewer than 25,000 inhabitants during summer vacation on same qualifications as for the regular work permit but waiving the educational requirement. Such vacation work permits should be declared valid only for that part of the year when the public school is not in session. They would not of course authorize the employment of a child under 16 years at any occupation at which children under this age are forbidden to be employed.

8. Work Permits to be Issued in Duplicate.

This should be provided for in the act.

9. Badges for Newsboys.

Section 13 of the child labor act should be amended so that badges for newsboys will be issued by the probation-and-truancy officer or bureau recommended in the chapter on juvenile courts. This officer should have the right to revoke badges for cause. Inspectors should be charged with the duty of showing cause why such badges should be revoked.

10 and 11. Departmental Agency to Enforce Child Labor Law.

If a Department of Labor is created, (it will be required at an early date), the enforcement of laws regulating the employment of children as well as all other laws relating to labor should certainly be placed under it. Until such a department is created the enforcement of the child labor law might well be left under the prison inspector or placed under the proposed State Board of Social Welfare. Wherever it is placed, sufficient inspectors and clerical help should be provided.

Group II. Amendments to Compulsory Education Law.

See section II on Education.

Group III.—General Recommendations.

All these relate to details of enforcement, and need not, therefore, be discussed here.

VI. RECREATION

An examination of the statutes of Alabama leads one to the conclusion that recreation as a part of the state's social policy has not been given general and serious consideration. In fact, one may safely say that there is no law in Alabama on this subject. The chapter inclines more to the social than to the legal side of the matter and on that side is its own best discussion.

Schools and Parks.

The chief difficulty in the way of carrying out Miss Gleason's program is the lack of authority to expend public school money for recreational purposes. There is nothing in the present school law to authorize it. Public school money could not be legally expended for trained supervisors of play, and whatever is done in the very near future will have to be done through municipal and local activities. There should be an act of the legislature making the public school the community center and throwing it open, under proper supervision, for any and all community meetings not of an immoral or illegal nature. Playground equipment could be provided just as desks are provided for school buildings, but there is no authority for the expenditure of public school money for co-operating with park commissions or other recreational agencies. All this will have to depend largely upon the activity of interested persons in the community. In view of the fact that there may be some doubt as to the legal right of school boards to expend public school money or money provided for the erection of school houses for school playground equipment, this authority should be specifically given by an act of the legislature.

Dance Halls.

The general law makes no provision for the supervision of public dance halls. The matter rests, therefore, entirely with the municipalities. There should be strict supervision of such places by the municipal authorities. This would come under the police authority and needs no legislation to make it effective, but there should be a general law regulating the admittance of children to public dance halls. There is no such law now.

No semi-public dance or dance at any municipal dance hall should be permitted without a license and before this is granted the authorities should require adequate assurance of proper supervision.

Motion Pictures.

Motion pictures present a problem not easy of solution. There is at present no general law regulating them. The State Board of Health has authority to inspect and enforce sanitary conditions but has no inspectors for the work, which must be left to the municipality if done at all. There should be enacted a law making it unlawful to exhibit any lewd, vulgar or immoral motion picture. It would perhaps be well to accept as good any picture approved by the National Board of Review. There should likewise be enacted a law forbidding the admittance of children at night unless attended by parents or guardians.

Rural Schools.

Under Urban Schools, changes in the general law have already been suggested in reference to the use of public school houses as community centers. This should apply to all public school houses, rural or urban.

Motion pictures might be secured for rural school houses by the expansion of the act providing for the establishment and maintenance of libraries in rural schools, Act 345, statutes 1915. The same plan of raising funds for motion pictures should be adopted by amending this act.

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